S.F.

winter
hiver
'70/'71

review
revue

leisure
urbanization
récréation
urbanisation

community planning review

Winter '70-'71
Volume 20, Number 4

revue canadienne d'urbanisme

Hiver '70-'71
Volume 20, Numéro 4

President's Message Message du Président	Claude Langlois, National President	1
Unfulfilled Aspirations Aspirations à Satisfaire	Ian MacLennan	2
The Pressures of Urbanization	W.C. Yeomans	4
Planning Leisure with the Citizen	Lloyd Axworthy David A. Young	10
Towards Urban Freedom Affranchir la Vie Urbaine	Ian MacLennan	16
The City as Environment for Leisure	J. Farina	22
The Land as Space for Leisure	J. Janzen	23
CPAC National Library		27
Consolidated Index	Back cover	

In This Issue,
Excerpts from some of the main addresses given at the Winnipeg National Conference are provided as a record of the discussions and study of the participants in the Conference. Space unfortunately did not allow printing excerpts from all major addresses, copies of which can be made available from National Office.

Dans ce Numéro,
En guise de rapport sur la Conférence nationale de Winnipeg, nous reproduisons de larges extraits de quelques-unes des principales allocutions qui y furent présentées. Malheureusement il ne nous a pas été possible de reproduire des extraits de toutes les allocutions importantes dont les textes peuvent être obtenus du Bureau National.

Editor, Editeur,

André Lapointe
National Director

Quarterly publication by the National Office of the Community Planning Association.

Publication trimestrielle du Bureau National de l'Association Canadienne d'Urbanisme.

Free reproduction in print, on Radio or T.V. permitted with acknowledgement.

Reproduction écrite et électronique permise gratuitement, avec mention accordée à la Revue.

Authorized as Third Class mail, Post Office Permit No. 3030, Ottawa.

Autorisée, Troisième Classe, Permis Postal 3030, Ottawa.

PRESIDENT'S MESSAGE

DU PRESIDENT

WHERE? HOW?

In a period when urban problems have reached a point where urbanization has become more than a municipal responsibility, more than a provincial pre-occupation, but a national problem, where should an Association like CPAC go? Must the bulk of our programs be local, regional, provincial or national?

In a period when, more than ever before, the poor, the old, the minorities of all sorts put forward their very acute problems and call for action, where should CPAC go? Must we relinquish all other programs felt valuable in the past and direct our action solely toward these groups?

Should CPAC become a pressure group, should CPAC blindly back government policies, or should CPAC remain a broadly-based citizen group to pursue the objectives that have been ours for more than 20 years as an educational group, as a platform, a link between the citizen and government? These very pertinent questions are those our Association has to meet. The answer is not a simple one. We have played a very valuable role in the past and "selling" planning has been one of our continuing objectives. This task had to be carried mostly at the local level; when it has not been attained we still have to pursue this objective. At the same time, higher levels of government are taking a much larger share in the urban process and CPAC must also be present at that level. National urban policies are now in the making and our Association must be actively present and take part in the formulation of these policies. Our programs must thus be designed to meet all levels of activities, all levels of government.

To translate into urban policies all the requirements of our evolving society is in itself a task that all levels of government have been giving a try at for the last few years. Some government programs have proven more successful than others, but by and large it has been difficult to evolve policies that meet the needs of minority and underprivileged groups. CPAC is probably one of the very few organizations in this country that can develop the means to reach these groups and present to the various authorities objective views that can set the platform where the policy maker may receive valuable ideas with all the social stratas.

Thus, CPAC has to face a difficult challenge in carrying out its programs for 1971 and the coming years. All members of your National Council and myself as your new President for the coming year are very conscious of these responsibilities and we count on each and every member to help in achieving this most challenging task.

Claude Langlois

Claude Langlois, C.U.Q., M.T.P.I.C.
National President.

OU? COMMENT?

A un moment où les problèmes urbains ont atteint une importance telle que le phénomène de l'urbanisation est devenu plus qu'une simple responsabilité municipale, plus qu'une préoccupation pour les gouvernements provinciaux, mais un problème national, quelle direction l'ACU doit-elle prendre? Nos activités et programmes doivent-ils viser les problèmes locaux, régionaux, provinciaux au nationaux? A un moment où, plus que jamais dans le passé, les pauvres, les personnes âgées, les minorités de tous types exposent à nu leurs problèmes et exigent de l'action positive, quelle devrait être l'attitude de l'ACU? Devons-nous mettre de coté tous les autres programmes d'action que nous avons toujours jugés essentiels ou devons-nous diriger nos activités exclusivement vers ces groupes sociaux?

L'ACU devrait-elle devenir un groupe de pension? L'ACU devrait-elle appuyer aveuglément les politiques gouvernementales ou l'ACU doit-elle demeurer une association pluraliste de citoyens et garder les objectifs que nous poursuivons depuis plus de vingt ans comme groupe d'éducation, comme catalyseur, comme lien entre le citoyen et les gouvernements?

Nous devons maintenant répondre à ces questions. La réponse ne peut être simple. Notre Association a joué un rôle de premier plan dans le passé en se faisant le promoteur de l'urbanisme et ce fut là certes une de nos préoccupations de base. Cette tâche devait être accomplie surtout au niveau local, au niveau de la municipalité: nous devons certainement continuer à nous occuper activement de ce programme. En même temps, toutefois, les niveaux supérieurs de gouvernement, à l'échelle régionale, provinciale et fédérale accaparent de plus en plus de responsabilités et l'ACU se doit d'être présente à ce niveau. Des politiques urbaines à l'échelle nationale sont actuellement en préparation et notre Association doit participer activement à l'élaboration de ces politiques. Nos programmes d'activités doivent donc refléter ces préoccupations et rencontrer les besoins de tous les niveaux d'activités, de tous les niveaux de gouvernement.

Depuis de nombreuses années déjà, on a tenté d'élaborer des politiques urbaines qui puissent satisfaire tous les besoins évolutifs de notre société contemporaine. Même si certains programmes gouvernementaux ont connu assez de succès, il nous apparaît qu'il a été particulièrement difficile de rencontrer les demandes des groupes minoritaires ou moins privilégiés. L'ACU est probablement l'un des rares organismes au Canada qui soit assez bien structuré pour développer des moyens de communications efficaces avec ces groupes et pour transmettre aux divers paliers de gouvernement des suggestions objectives.

L'ACU est aussi l'un des rares organismes qui puisse avec efficacité servir de lien où le planificateur peut échanger des opinions avec le citoyen.

La mise en oeuvre des programmes d'activités pour 1971 et les années qui suivent représente donc un défi de taille. Tous les membres du Conseil National et moi-même, en tant que nouveau Président, sommes bien conscients de ces responsabilités et nous comptons sur la collaboration de tous nos membres afin de remplir efficacement notre tâche.

Président national.

unfulfilled aspirations

by Ian MacLennan Vice-President, CMHC

My first words are to convey to you greetings from the Honourable Robert Andras, Federal Minister responsible for housing, and to express his very sincere regrets that he is unable to be in Winnipeg today on this significant occasion. He wants you to know that he is following the proceedings with the greatest of interest and that he extends his very best wishes for the success of your conference.

On behalf of my Minister, it is a privilege and a pleasure for me to participate in the formal opening ceremonies of the first conference in Canada examining the interaction of the forces of urbanization and leisure and to discuss with you, as I will at greater length a little later, my views on the conference topic.

Times have changed almost beyond recognition during the twenty-two years since CPAC was founded and when the major thrust of its effort was directed to bringing to the attention of municipal councils the urgency of establishing and maintaining competent and effective planning staffs; and to undertaking a broad educational role in "selling" planning to the public, with the emphasis on physical planning issues.

Today, with the exciting but sometimes frightening rate of urbanization in Canada, the whole problem of urban growth has exploded far beyond the confines of any single municipality. As Mr. Andras recently put it so succinctly, urban growth is "no longer a matter of Federal, Provincial or Municipal concern; it is national in scope".

And I do not need to stress to delegates to this conference the reasons this problem has expanded to such broad and dramatic proportions. One only needs to look, for example, at today's burgeoning soci-economic enigma of poverty vs. affluence.

On the poverty side, there are immediate and obvious inequalities in educational, employment and housing opportunities. In each instance, the "main chance" or the choice or the options are just not available. But,

aspirations à satisfaire

par Ian MacLennan Vice-Président, SCHL

Mes premières paroles auront pour but de vous apporter l'hommage de l'honorable Robert Andras, ministre fédéral responsable du logement et de vous exprimer ses regrets très sincères de ne pouvoir être ici à Winnipeg aujourd'hui en cette occasion mémorable. Il veut que vous sachiez qu'il suit vos délibérations avec le plus vif intérêt et qu'il vous offre ses meilleurs voeux pour le succès de votre conférence.

Au nom de mon ministre, j'ai le privilège et l'honneur de participer aux cérémonies officielles d'ouverture de la première conférence au Canada qui étudie l'action réciproque des forces d'urbanisation et des loisirs et de discuter avec vous comme je le ferai à fond un peu plus tard, mes opinions sur le sujet de la conférence.

Les temps ont changé au point d'être presque méconnaissables au cours des vingt-deux années depuis la fondation de l'ACU et lorsque la poussée principale de ses énergies a été orientée de façon à porter à l'attention des conseils municipaux l'urgence de l'établissement et du maintien de personnels compétents et efficaces en urbanisme; et du rôle éducationnel d'envergure dans la "promotion" de l'urbanisme auprès du public, tout en mettant en évidence les questions de planification matérielle.

Aujourd'hui, au rythme excitant mais parfois effarent de l'urbanisation au Canada, tout le problème de croissance a dépassé les confins de toute municipalité par elle-même. Comme le disait récemment Monsieur Andras, en peu de mots la croissance urbaine "n'est plus l'affaire du fédéral, du provincial ou de la municipalité; mais est de portée nationale".

Je n'ai pas à appuyer auprès des délégués de cette conférence sur le problème qui a atteint des proprotions aussi vastes et dramatiques. Qu'il suffise simplement de regarder, par exemple, l'énigme embryonnaire socio-économique d'aujourd'hui, savoir, la pauvreté contre l'opulence.

Du côté pauvreté il y a des inégalités immédaites et frappantes dans le domaine de l'éducation et les occasions d'emploi et le logement. Dans chaque cas, la "grande occasion" ou le choix ou les options ne sont tout simplement pas disponibles. Mais, probablement pour la première fois dans notre brève histoire, les

maybe for the first time in our brief history, the voices of what we loosely describe as "the poor" are emerging - through citizen and other groups - in a united, positive and vocal manner.

Those Canadians who are defined as "the affluent" are confronted with completely different but perhaps equally pressing considerations - changing life styles that were inconceivable a generation ago, steadily increasing educational opportunities, rising aspirations, an emerging qualitative concern and, as we are to discuss at length here, increasingly extended leisure time.

In these vital areas of concern, surely there lie a multitude of challenges to the Community Planning Association of Canada, challenges which - when we get down to the guts of the issue - will test every last bit of ingenuity, initiative, strength and moral fibre that you possess. I hope that you will be able to meet these challenges.

How? Two possible courses of action immediately come to mind. Firstly, in an advocacy capacity. Here, your voices - and perhaps particularly those of your younger members who, like most of their generation, want to be where the action is - would meld with the cries of those who seek to make known their urgent needs, their hopes.

Or, you may act as "honest brokers", with a view to co-ordinating emerging, disparate aspirations.

But, in whichever capacity you may choose to act, I suggest that the first requisite will be to establish mechanisms through which the unfulfilled expectations of both the poor and the materially affluent may be articulated.

I know that last summer your Association took the first steps in establishing a liaison with all federal government departments. You will undoubtedly follow the same course with other levels of government. But all these efforts - worthy and helpful as they are - will, I submit, fall short unless you complete the linkage by "plugging in" to the people of this country, the people with problems and no one to listen to them, the people who have every legitimate right to expect counsel and guidance and help.

Mr. Chairman, we as delegates should give free voice to the leisure aspirations of both the poor and the more affluent and, as a consequence, perhaps open the door to the post-conference mechanisms that will be required to convey our findings to the public at large, including governmental authorities.

voix de ce que nous décrivons couramment comme "les pauvres" se font entendre autour de nous - par le truchement de citoyens et d'autres groupes - d'une façon unie, positive et vibrante.

Ces Canadiens que l'on décrit comme "opulents" doivent faire face à des considérations bien différentes mais peut-être tout aussi urgentes — les modes de vie changeants, inconcevables il y a une génération, des occasions toujours croissantes d'éducation, des aspirations plus élevées, et un souci de qualité plus éminent, et des loisirs de plus en plus prolongés et dont nous discuterons plus à fond, tantôt.

Dans ces domaines de souci vital, il existe sans doute une multitude de défis pour l'Association canadienne d'urbanisme. Des défis qui - au coeur de la question - mettront à l'épreuve toute votre ingénuosité, initiative; tous vos efforts et la dernière fibre morale dont vous disposez! J'espère qu'il nous sera possible de répondre à ces défis.

De quelle façon? Deux modes possibles d'action se présentent immédiatement à nous. Premièrement, le rôle de préconisant. Là, vos voix et - peut-être particulièrement celles des plus jeunes qui, à l'instar de leur génération, veulent se trouver là où est l'action - se mêleront aux cris de ceux qui cherchent à faire connaître leurs besoins urgents, leurs espoirs.

Ou, vous pouvez agir en tant que "courtier honnête" en vue de coordonner les aspirations diverses qui surgissent. Mais quel que soit le rôle que vous choisissiez de jouer, j'estime qu'un prérequis consistera à établir les mécanismes grâce auxquels les aspirations inassouvies du pauvre et de l'opulent pourront être exprimées.

Je sais que l'an dernier, votre Association a fait les premières démarches en vue d'établir une liaison auprès de tous les ministères du gouvernement fédéral. Vous allez sans doute agir de la même façon avec les autres niveaux de gouvernement. Mais tous ces efforts - aussi utiles ou louables qu'ils soient - ne pourront, à mon avis, suffire à la tâche, à moins que vous ne fermiez le chaînon "en ouvrant le dialogue" avec les citoyens de notre pays, les personnes qui ont des problèmes dont personne ne veut discuter, les personnes qui ont un droit très légitime de s'attendre à recevoir un consiel, d'être guidées et d'être orientéés.

M. le Président, comme délégués, nous devrions donner libre voie aux aspirations au loisir, tant du pauvre que du plus à l'aise et, en conséquence nous pourrions peut-être après la conférence mettre en branle le mécanisme nécessaire pour porter nos conclusions à la connaissance du public en général, y compris les autorités du gouvernement.

by W.C. Yeomans
Victoria, B.C.

THE PRESSURES OF URBANIZATION

I appreciate the opportunity of appearing before you today. I have been asked by your Conference Planning Committee to develop concepts centering about the regional and municipal aspects of increasing urbanization and leisure. I trust you can appreciate the complexity of this matter, moreso in view of the rapid technological, social, aesthetic and human value changes with which we - as planners - are now deeply involved.

I have come to this topic with an open attitude, which some might term revolutionary. Shepard recently said "a revolution is a relatively sudden set of changes that yield a state of affairs from which a return to the situation just before the revolution is virtually impossible. (4) Perhaps if anything creative can come of this paper, it will lie in the area of provoking constructive changes in our personal and professional attitudes toward man-land relationships: attitudes which continue to defend outmoded concepts; that protect "status quo" attitudes and promote lineal-type thinking.

I welcome your differences today and trust this paper will occasion them. It is pointless to "convert the converted" at national conferences. And we can't afford to tread water where change in attitude is critically needed. In other words, I'm here to rock the boat rather than tighten the ropes.

THE PRESSURES OF URBANIZATION AND INCREASING LEISURE

There is no way to separate the phenomenon of urban pressure from the concomitant overall problem of population control. I need not belabour this point. As community planners you should be well aware of the population bind we are in, nationally and globally. A few statistics may refresh your memory.

By the year 2000, urban population will be at least doubled, and urban land will be many times more extensive. The number of machines in our cities will have increased immensely. This means that our cities will be exposed to pressures which they cannot stand. 91% of the population will be urban, and this percentage will continue to rise. The remaining 9% will have many characteristics of an urban population. The average American city is going to have 2.5 times more people and at least five times larger area by the year 2,000, and seven times more people with twenty-one times the area in less than a century. We are heading toward a completely urban society ...(1)

Doxiadis points out some interesting facts when he states: "man spend 75% of his lifetime at home and 24% away from it. He spends 36% sleeping, 20% working and 10% eating, dressing and bathing. He is left with 34% or one-third of his life for leisure, pleasure, thought, etc. It is this one-third which constitutes the basic difference between man and animal."

Among the many problems engendered by such urban pressure, is that of answering the need for leisure time activities. I think this is an appropriate time to look deeply into the definition and meaning of leisure so we all understand what we are talking about.

Brightbill defines leisure as discretionary time - time to use as we choose in which our feelings of compulsion should be minimal. He says there are two types of leisure - discretionary leisure and enforced leisure. True leisure is never imposed upon us. Enforced leisure is the kind we do not want.

If it were only a matter of teaching people hobbies, the solution would be easy, but we shall need men with different values. They will have to see leisure as an **opportunity**, and be challenged rather than defeated by the open hour. Unfortunately, many of us are ashamed at being caught doing nothing lest we think of ourselves as idlers. In the words of Chang Ch'ao "only those who take leisurely what the people of the world are busy about, can be busy about what the rest of the people of the world take leisurely."

Our cities in themselves cannot meet leisure time demands now being placed upon them, and most certainly will not in the future. The region -

"This is the question one has to ask. You have to ask the people what attitudes they have to the land, to marriage, to law, to government, for the answers to these questions will enable you to understand the sum of people plus the region as a fact in the social process."

-Ian McHarg
Keynote Speaker
Winnipeg Conference

or hinterland - promises to come under such intensive pressure for use that every available unit of open space will come under competition. This is already happening within our greater Vancouver-Victoria metropolitan area in British Columbia. I am sure it is even more of a problem in the crowded areas of eastern Canada.

Remember also that if we do not accept the realities of growth containment - and I want to go into that shortly - an impossible panoply of demands for land will face the planner. Many of these will be unanswerable despite control by zoning, acquisition or emminent domain.

The theatre is already full. It is now standing room only for outdoor leisure time space within several hundred miles of our larger North American cities. Let us keep remembering that when we find ourselves going along with boosterism, the ever present phantasy of unlimited growth will bring its counterpart, death of the organism itself.

I have been asked to project trends for the next 5, 10 and 30 years. I would like to be able to do this with reliability, but can only do so in general terms, and then on the assumption that our present economic parameters will prevail in an expanding economy. Thus, any reliable trends are contingent upon continued base patterns of growth or the assumption of an expanding GNP.

Although there is every indication that these will continue, as planners we should look closely at the reality and, more important, the desirability of such growth or progress for its own sake. Environmental quality is at stake, as is our very life style itself. We will be called on to question this matter at an accelerated level.

In any event, let us go ahead and see what is likely to happen, barring serious recession, catastrophic natural or man-made events and or voluntary population control measures.

Brightbill makes a significant point when he expresses the opinion that the time is not far off when leisure will be at the core rather than the fringe of life. He feels the problem of leisure may well become the greatest social problem we have ever faced and I concur heartily with this, particularly after observing leisure time (or outdoor recreation) pollution of the British Columbia environment.

According to Brightbill our cities of tomorrow will have to place man's needs - air, light and space - ahead of those of the machine, including the automobile. Where the population is the most heavily concentrated, industry and production the greatest and living the most highly developed, there will be the most enforced idleness.

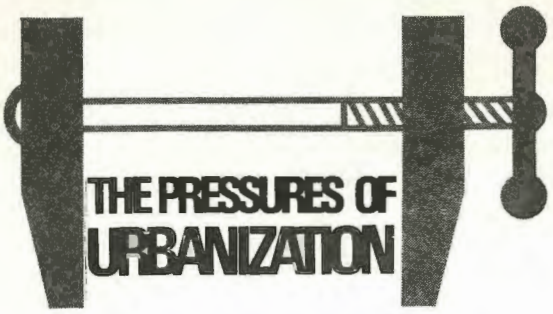
Thus it can be seen we are involved in a linear "bag" - a straight line course to the dead end of environmental saturation. It doesn't matter how carefully we plan our use of the resource base and its natural features - rivers, mountains, valleys, shorelines - these are finite in their carrying capacity. Shepard calls this environmental drawdown, resulting in a "social overload", or "our biggest business is the manufacture, refinement and distribution of anxiety."

It follows that pressures initiated by the urban base for leisure time expression will call for detailed, exhaustive and ecologically oriented examination of regional capability. This in turn will require a firm hand in allocation, a point where the system may well break down, since political decisions are involved. To predict firm trends at the political level would be purely academic. Believe me, it's a frightening matter to consider, when one observes the silly promotionalism initiated and supported by the Bennet administration in "Beautiful British Columbia", while coal strip mining leases are granted along the Elk River, a recreation paradise.

In effect then, the growing dependency between urban and non-urban hinterlands may well force a showing of hands and a hold-the-line attitude which could limit the size of urban areas. This would force the factors that generate increased size to settle in other selected regional zones, yet holding capability for a way of life in, with and for nature. Thus the undeniable attraction of cities as gathering places, points of festivity and cultural spontaneity need not be mitigated but might, indeed, be enhanced. I would like to go into this matter with you.

THE ALTERATION OF URBAN AND RURAL LAND USE RELATIONSHIPS DUE TO URBANIZATION AND LEISURE AND THE FORCES CAUSING THOSE TWO TRENDS

We now have the physical and mechanical tools at hand to affect a complete revolution in urban



and rural land use relationships. This is an electric age. Technology offers us the means to disperse and recluster in a much more organic manner than ever before - satellite cities of controlled density lying within the web of a countryside planned for maximum relationship to nature.

And yet, we also have tools to alter and destroy the environment, which may seem to be polarizing our ability to plan for its use and enjoyment.

I would ask you not to be too prejudiced by statistics that may indicate we have little choice in facing increased problems posed by large urban agglomerates. Doxiadis points out that while it's true that more people are living in urban areas, the density within these areas is now about one-third what it was forty years ago. He adds "we have achieved a confusion of private and public space; we have opened the private space to the public, and have made the public space unattractive."

However, increased leisure time will force the creation of functional satellites with the industrial-cultural center as a regional core. The machine - able now to carry out tasks at a phenomenal rate formerly done by individuals - is only coming into its own to support this thesis. Population control, voluntary or forced reduction in accessible material goods and imaginative planning must go hand in hand towards this end. I see no other way to mitigate the present crises in urban pressure, which is creating areas of stresses and pressures which are holes and pits in the urban tissue; those in need, those who are weakest, fall into these pits and are unable to get out.

THE SCOPE, DIVERSITY AND INTENSITY OF USE OF URBAN, RURAL AND WILDERNESS AREAS OVER THE NEXT 5, 10 AND 30 YEARS

When Thoreau said in wildness lies the preservation of the world, I believe he meant that wild qualities in man and his landscape must come to terms or the latter will be so depleted, emasculated and polluted as to render it literally uninhabitable.

Primitive core areas such as found in our mountain parks cannot remain as such without restrictive zoning, i.e., entry by permit only. This may happen within the next five years and certainly will be the case a decade from now. For example, it may require a two year wait for a visit to Lake O'Hara within Banff National Park. Wild landscapes, whether arctic tundra, mountain valley or coastal are extremely sensitive to visitation and can rapidly lose their intrinsic value as restorative aesthetic energy pools. I would like to think the National Parks in Canada were managed in this vein. They are not.

Why do we so drastically need natural areas about us relatively undisturbed by man?

The answer lies in man's need to express his deeper psychic and physical urges that lie much closer to the reality of his own being than those seemingly answered by the haste and confusion of a highly organized urban system. The latter confirms him as a social being while wilderness can affirm his aloneness and necessity to escape from an impoverished to a rich environment. It will allow him a better understanding of himself - this "otherness" or "5th essence", as Shepard calls it. He adds, "we are still related to the Pleistocene age in many regards as hunters and tribal groups. Aggression is withdrawn within the urban dweller. There seems to be some need to express this agression either outwardly or inwardly in more extensive surroundings."

I should like to emphasize at this point that planning for leisure - more specially, planning for a meaningful life style - will call for examination of the total landscape for its inherent natural values. It's the cellular theory all over again. Health of the human environment depends upon the diversity of its landscapes, which should interlock with communities in symbiosis. Properly planned with riding, hiking and cycling trails for access, regional open space systems are the only answer to de-pressurizing excessive use of our core wilderness zones.

All of what I have said so far presupposes active and militant protection of the urban and natural environment from air and water pollution, commercial blight and decimation of wildlife by pesticides. It also presupposes (1) either population control, or (2) population management by restrictive measures. The latter will, of course, seriously reduce opportunities for man's environmental enjoyment and well being. Of one thing I am certain - and I have repeatedly emphasized this point - our present course of action, based on unlimited growth and development in a finite environment is suicidal.

The next environmental decade will tell the story.

PRESENT AND ANTICIPATED DEFICIENCIES IN FACILITIES AND THE MEANS OF SURMOUNTING THESE CHALLENGES

At the present time a National Demand Study is underway in Canada. It is sponsored by the Department of Northern Development and Indian Affairs. This effort should give us a much better idea of urban oriented demands for leisure time activities than we have at the present time. I believe there are those among you who are more familiar with its mechanics than I, since our Firm has not been involved in the project.

A Recreation Facilities Inventory is also now underway in conjunction with the Canada Land Inventory. Although I am not directly involved in the Facilities Inventory, I feel the study should give us a considerable amount of collated technical data from which to gauge leisure time demands in relation to supply. Coupled with the Canada Land Inventory assessment of resource supply - actual physical land, shoreline, mountain and coastal attributes - we should have a fairly accurate picture of Canada's outdoor leisure time needs, both present and projected. Certainly, whatever data we do gather will be of immense planning value and I hope you will assert yourselves at the community level in obtaining this information.

Nevertheless, it doesn't take a national demand study or facilities inventory to show up our deficiencies in meeting urban pressures for leisure time activities. One only needs to compete during the summer months for Federal and Provincial Park camping space to realize the plight we are in. And at the day use or weekend level, all facilities are being heavily taxed within 50 miles of the urban centroid. Some alternatives must be closely examined at a very early date if we are to meet expected demands. A few of these follow:

1. Stagger work and play time periods, particularly during the summer period, to offset weekend and vacation clutter.
2. Subsidize private developments of high standard in camping, cottaging and resort complexes within a planned framework - being certain to protect shoreline quality and hinterland aesthetics in the process.
3. Encourage leisure time activities at the creative level, that is arts and crafts and similar avocations that can be enjoyed at the urban and regional level without placing demands upon the physical resource base.
4. Protect and provide facilities mentioned earlier for close to home extensive type use, such as riding, hiking and cycling.
5. Develop buffer zone or containment areas around highly sensitive wilderness, within which camping, picknicking and associated activities can take place without jeopardizing the core ecological center.
6. Enrichen the aesthetics of our environment at every level in order to mitigate or reduce its impoverishment by such factors as air, water and sound pollution, flood plain urbanization, excessive transport route development, street signing, powerline swathing out and a host of other insults now being heaped upon the environment.

ECOLOGICAL DETERMINISM

Can you imagine what kind of reception one would have at the political-industrial-community level if he would seriously recommend an absolute moratorium on immigration to Canada until realistic land use ratios had been worked out: that is until actual carrying capacities of defined regions for defined population densities had been set up as controlling indices to population growth in any form?

If we can't look in that direction: If we play Nero with 10, 20 or 30 year projections or the magical "A.D. 2000" figure, we are still being protective and corrective rather than getting down to the cancer itself, which is unlimited growth and development. In other words, as the poet, Gary Snyder says "oppose and correct simple minded boosterism that equates population growth with continuing prosperity."

Meanwhile, the comprehensive plan gets watered down by zoning changes, amendments and legal non-conforming uses. My experience to date leads me to believe the local planning commission, the regional board, the Provincial and Federal resource agencies — all are pitifully ill-informed about the ecological deformities they sanction in the name of growth and development. Perhaps an intensive course in ecology and regional planning should be a pre-requisite for all such positions of such responsibility. That is, if we could find enough qualified

people to teach it, and University Departments with enough courage to sponsor it.

Which brings us to ecological determinism in the region's land use. It is a vast and complicated field about which a great deal remains to be known. It is the key to the success of any land use plan implementation. As I see it, ecological determinism involves, among other things,

1. Recognition of the resource base - the actual physical landscape - as the primary determinant for levels of acceptable human settlement.
2. Recognition of infinite variations within that base. Each region, defined as a combination of structural, physical and cultural characteristics, calls for a totally creative and original planning input. Although what happens in McHarg's Greater Philadelphia is applicable in **principle** - and that is extremely important - **standards** for the East Kootenay in British Columbia or the Puget Sound Basin in the State of Washington are vastly different.
3. Recognition of an inter-relationship between **all** forms of land use - recreational- industrial- agricultural and cultural. I include wildlife most emphatically in this category.
4. And recognition, above all of man **as a part of, rather than dominant to** natural elements about him. This point cannot be over-emphasized. Failure to do so has brought us much of the chaos now extant about us.

In a recent speech before the Pacific Northwest Wilderness Society, Paul Shepard expressed the need for a new man-land language. "We simply do not", he said, "as yet understand who we are in relationship to other life forms, or what essential function we perform in the biosphere". He added that we are really facing a problem in communication. Accustomed to looking upon the land as "scenery" only, we have been adopting a touristic type man-land language. We need a new language for our own subjective cycle. We are too often concerned with a pictorial view of the land rather than participation.

To me, this language implies a deeper understanding of man's ecological relationship to other, inter-related eco-systems on a **sustained yield** basis (to use a common forestry term). This means a closed system, stable and self-sustaining.

I think that's what ecological determinism is all about and I hope we can go into this matter at the discussion level later on.

Surely our concern about urban pressures in relation to leisure and the regional landscape brings us head-on with the dilemma of current environmental deterioration. We won't be able to **avoid** a planning team that includes the informed alarmist. Nor should we. Sooner or later I think we are all going to have to call our colours and say whether or not we support current economic motivations as opposed to life style exploration. And this involves an open attitude toward **all** community experimentation: the so-called "hippie culture";growth centers such as Esalen in California and Cold Mountain in British Columbia and a number of other rather revolutionary examinations now being conducted at the experiential and experimental level. And please remember our earlier definition of "revolution". It's here, whether we want it or not.

ANTICIPATED PROBLEMS IN THE DIVISION OF RESPONSIBILITIES BETWEEN PROVINCIAL AND MUNICIPAL LEVELS - CHANGES REQUIRED TO OVERCOME THESE POSSIBLE DIFFERENCES

As I have already pointed out, our planning is only as effective as the political framework within which it is channeled, supported or denied. When we refer to a division of responsibilities between levels of government, we are already pointing a finger at the main problem category involved in implementing effective and timely environmental legislation. In this instance, I am referring to matters affecting the man-land eco-system: pollution, regional planning and resource allocation at all levels of government.

Judging by the facts before us - the here and now realities of Provincial-Municipal problems in planning matters as evidenced in British Columbia - I am not too optimistic about results at the Municipal level, where pressures for development seem continuous and evident.

I believe leadership for effective Provincial and Municipal co-operation is inherent. However, I am not convinced the daring, imagination and courage necessary to implement the kind of planning we must have in the very near future is equally available.

And this is where we all come into the picture. Regardless of differences obvious at the hinterland

level, where provincial, regional and municipal jurisdictions overlap, we **must** find a way to go after the regional plan at a team level. This will call for all the collective skill we have got and I would like to go into this matter in my concluding statements.

NEW HORIZONS - A SUMMARY

In British Columbia as well as other provinces, we are involved in a rather exciting exercise with the land. It's called The Canada Land Inventory. Now in process for a little over five years, the inventory is classifying land as to its inherent capability for recreation, wildlife, forestry and agriculture. Present land use and agro-climatology sectors are valuable and continuing inputs. Our office is carrying out recreation sector responsibilities under contract. To date we have mapped about 80% of 235,000 odd square miles embraced by the inventory boundary and should complete the study by the end of this year, or early next year. We are in hopes the boundary will be extended to include the entire Province, or 366,000 square miles.

In addition to the sector studies, we in British Columbia are carrying out an analysis which brings all sectors together within specific study areas. The overlay process, combined with a team appraoch to **best** use rather than **multiple** use, has revealed to us that conflicts can be resolved. Of course we also get into some pretty heavy personal and professional encounters.

In any event, we try at all times to let the land tell us what its inherent capability for development might be. In some cases - particularly with recreation and wildlife - it may best be left alone. This is a matter not always satisfactory with the other sectors.

We were not long into this study before it became apparent we were in sorrowful need of a common "land language". What a forester might term a rich alluvial flood plain or the wildlife experts called "uplands", did not always coincide with other sectorial descriptive terms. A system of land classification into bio-physical units was badly needed.

We are working hard on this approach and this year a pilot study area near Kamloops is being used to develop and test a system developed by two British Columbia agriculturalists. (7)

Simply stated, the land is divided into units according to its geomorphologic characteristics. Thus a braided stream, alluvial flood plain, fan or gravelly outwash are defined, mapped and understood as units of common language by all sectors. Smaller, more site specific characteristics such as, for instance, a salt lick for wildlife or a scenic waterfall for recreation, are mapped in symbols applying to affected areas.

The System should allow us a better understanding of the resource base and may well provide the technical basis for a new language in describing landscape personalities. Thus, at the inter-sectorial level, where land use summations are made, the team approach is absolutely necessary as a vehicle of expression.

In the meantime, a Cabinet Committee on Land Use, made up largely of Resource Ministers has been struck. It is charged with implementing findings of the inventory and recommending land allocation policies to the government. This is significant when it is pointed out that not only over 80% of British Columbia is Crown Land but under the British North America Act resource allocation lies largely with the Province.

I think the inventory offers us some constructive hope in facing up to the challenges we are here to examine at this Conference. But it will only be as effective as **knowledgable** political entities wish it to be. Furthermore, it constitutes only one phase - resource supply - of any comprehensive planning effort. We still need a lot of good socio-economic data. We need indices of demand and we need the Facilities Inventory. Above all, we need integrative thinking, courage and imagination to put it all together for a better way of life rather than simply a tool for economic development. And that seems to be the biggest threat before us.

We haven't much time to equivocate over hinterland, urban pressure, leisure and land use problems. The earth is a closed system; finite and largely non-renewable. I only hope we can come out of our bulwarks of planning professionalism and officialdom and into a flexible structure called The Team, which may include representation from all basic disciplines and certainly must involve the new man - the integrationist, the generalist - the one who sees the whole pattern "in the now" and can translate it into Aquarian Age action.

Thank you.

Planning Leisure with the Citizen

■ by Lloyd Axworthy
Director, Inst. of Urban Studies
University of Manitoba

There are many new voices being heard in the city today. Voices calling for citizen involvement in the planning and implementing of policies in housing, renewal, welfare, urban transportation, downtown development, or any other of a number of enterprises, formerly considered the exclusive preserve of small coteries of panners, consultants, developers, bankers and the odd politician.

This has caused confusion, consternation and increasingly acts of confrontation in the management of urban affairs. The institutional mechanisms, the conventional practices and the intellectual concepts that have determined the way cities are planned have not been designed with citizen participation in mind. It is a new social phenomenon demanding a different set of responses and institutional machinery.

This does not mean that these voices of protest, or the demands of participation will result necessarily in better cities. But, it is a new force in the urban setting, and if given half a chance could produce elements now missing in the calculations and concerns of those espousing the cause of better, more humane cities. Most particularly, it offers the chance of enlisting the energies of previously non-involved citizens in a major effort at badly needed urban reconstruction.

This can be plainly seen if one considers planning and policy-making in the field of urban leisure. Of all the new voices now demanding to be heard, one of the most insistent, if not the loudest, is the voice of people who are bored with living in our cities. The rhetoric of urban vitality, diversity, choice, excitement that often begins any list of advantages of the urban citizen ring hollow, when you look at what is really happening to many urban residents.

Look at the older urban residents with few places to go, limited by high costs of getting anywhere, and needing specialized facilities to fit the requirements of their age. Look at the other end of the age scale, where as strange as it may be, the most difficult exercise for many young urban residents is simply finding

"Among the criminals that threaten our society is a general criminal, and that is man and his sense of superiority over nature. I have another fantasy in which I see some white-coat warrior representing one of the great powers, who decides to resolve some temporary, transient, irrelevant human squable atomically—and does. As a result of which in my fantasy, all life is extinguished. So two and a half billion years of evolution has to start over again in order to re-capture yesterday. Immediately the algea come to a spontaneous, unanimous conclusion—"Next time, no brains."

Excerpt from 1970 Keynote Speech by Ian McHarg

by David A. Young

Hildebrand, Young, Associates, Winnipeg.

The Community Planning Association of Canada in choosing to examine the pressure of rising levels of leisure activity on the land resource base has chosen, it seems to me, a topic which brings into focus two areas of essential conflict in Canadian (and indeed North American) society. The first of these is the conflict between the achievement of private and individual ends and the achievement of social or community ends. The conflict between a rising level of personal disposable income and rising public expenditures is a significant part of this essential conflict.

The second essential conflict is philosophical. I expect to hear, during the course of the conference, the explicit or implicit exposition of two philosophies of planning, one essentially directive and entrepreneurial and the other essentially responsive and reactionary. Confronted with the impact of leisure use of land resources the first philosophy would lead to action to achieve a rationalization of land use which, in the opinion of the planner at least, would result in the achievement of some predetermined optimum. The second philosophy would result in reaction to the private and corporate actions of the community and would attempt to ameliorate or overcome at least the worst of foreseen and emerging conflicts. Some planners see themselves as philosopher kings and some as democrats.

A note in your program refers to the "seemingly - irreversible process of urbanization" and I presume that it is not necessary to reinforce the conclusion that urbanization in our society is, indeed, an irreversible process. The inexorable forces which cause continuing urbanization, usually with concomitant declines in population of the hinter-land, began with the industrial revolution and continue wherever industrialization is taking place.

These forces appear to derive mainly from the economic process but they may also in some measure be social and psychological. (Perhaps there is a programmed desire in man to be where the action is.)

The economic forces, of course, derive in large part from economies of scale and from advantages of complimentary and specialization, all of which tend to reduce the cost of producing goods and services, to reduce the cost of marketing these goods and services, and therefore to increase the purchasing power of the wages and salaries of the labour force. Simultaneously, the same favourable economic forces make possible payment of wages and salaries higher than would be feasible if productive capacity were scattered across the landscape. And of course the urban mass market is also a mass labour market in which individuals can hope to find, among the wide variety of employment opportunities available, an optimum outlet for their skills and energies. Incidently, there is every indication that as the city grows larger these advantages are continually reinforced so that, from the economic point of view, the individual is likely to obtain the largest net material reward in the largest city within a particular nation. Obviously, there are exceptions for certain individuals and there are whole cities which, for one reason or another, depart in some measure from the general pattern but a detailed examination of these matters is suited only to a discussion of the economics of urbanization.

What is significant, I think, is the impact of this process of urbanization on the conflict between the achievement of private ends and the achievement of public ends. The ecology of the urban area is, of course, totally dominated by men. In our society the organization of the cities is dominated by individuals, families and private corporations each seeking their own economic ends. The private goals of individuals, families and firms conflict with each other in a great many ways and for the individual man, the individual family, or the individual firm, planning consists in large part of the exercise of intelligence to adapt to a rapidly changing environment. Change is engendered, in turn, by the actions of other individuals, families and firms pursuing similar, and often competitive, ends. When one family decides to move from the core area of the city to the suburb their decision adds some slight pressure to the escalation of land prices in the suburbs, adds one more car to the rush hour traffic, makes necessary the addition of one parking space in the downtown area, withdraws a certain amount of purchasing power from the core area of the city and transfers it to the suburban shopping centre and the suburban service station and so on. The city is not the ecological equivalent of an anthill or a beehive, which are cooperating systems, but rather it is the equivalent of a colony of lemmings - a collection of competing groups. The whole process has been well documented by numerous studies, monographs and major reference works.

Within the context of the city the process of government - i.e. the process of collective action - is an attempt to ameleriorate the most disruptive and most wasteful effects of the competition and collision of wills which derives from the unconcerted individual pursuit of private ends. If the major dynamic of the process of urbanization is in fact economic, then it follows that the goal of at least the majority of individuals in the city is the optimization of material income and economic security. It seems clear that these private goals are being achieved with a reasonable degree of success. Material wealth increases steadily, even for the low income members of the community, and increases rapidly in comparison to the achievement of the non-urban dweller. Surely though, we must admit that the success of collective action, government action if you like, is much less remarkable and can at best be described as

a place where they can meet the opposite sex and develop a pattern of human relations. For many of these young people, especially those on low incomes, watching television in a small room or apartment is their basic staple of leisure use. Look at the poor, and what the city offers them. For the residents of the inner core of Winnipeg, there are two recreational outlets - bingo in a church basement and the over-thirty beer parlours that crowd along Main between Portage and the CPR tracks.

One of the many unsettling contradictions of urban life is that there is still so much lacking when so much effort goes into supplying leisure time needs. One can be dazzled by the work of private and public enterprise to satisfy leisure needs. Yet, one can only conclude that there is a good deal of wasted effort and mis-applied resources, if the results seem to by-pass so many people.

There are two systems of supply for leisure needs. The market system of leisure - the network of privately owned movie houses, restaurants, bars, professional athletics, theatres, etc. and the mass media to respond to leisure needs through the basic economic criteria of supply and demand. They will supply only what is profitable for them to supply, and operate with a minimum of co-ordination or planning. No one measures the allocation of resources between baseball and ballet, the criteria is which event attracts the most people. This is an effective system, but because of its economic criteria, supplies only a limited range of needs.

The public system of leisure - the parks, the evening extension courses, the subsidized cultural performances, the ever-increasing state sponsored extravaganzas such as anniversary celebrations, or highly expensive sports festivals and olympic games, are based on the more abstract reasoning of what one group of people in positions of influence believes another group of people want. If you examine the basis of leisure and recreation planning that takes place in government, the first observation is the ad hoc superficial nature of research or investigation. Just as public housing was conceived as an answer to low income housing needs - without really testing those assumptions, so is the planning that goes on in the public sphere. With some exceptions, such as a demand by citizens for a public golf course, planning recreation and leisure needs are prompted by calculations often unrelated to a thorough examination of the diversity in needs of urban residents, or inserted as an adjunct to some physical redevelopment plan.

Several basic flaws are apparent in the way these two systems of urban leisure plan and program services and facilities. First, there is little effort made to seek out the specific leisure needs of a diversity of people. What planning takes place is aggregate, looking at urban residents as singular in taste, pocketbook, and available time. The facilities that are planned too often represent assessments based on abstract calculations, rather than in-depth analysis of what the particular needs are, as articulated by the people that have them. The right of self-determination in leisure programs is as important, as similar claims in urban renewal or redevelopment projects. There is no reason why citizen participation should be confined to a restricted area of issues.

The difficulty is how this can be accomplished. Present methods to determine and assess citizen needs for purposes of planning are crude. They reveal little about patterns of behaviour and attitude and thus result in plans that do not match requirements.

We have been experimenting recently at our Institute with a variety of methods that can be employed to better profile community needs. This has involved the combination of three approaches.

1) First, intelligent methods of social science analysis, such as satisfaction surveys, observer analysis, gaming and a potentially useful research tool - video tape recording - are being explored as a means of cutting deeper into the different cultures of urban communities to reveal what people want.
2) Secondly, these methods are used in co-operation with community groups themselves, so that they can use such information and through community organization seek the solutions that they determine and for which they are prepared to work.
3) And thirdly, professional advice and guidance is available to these community people for purposes of interpreting the information and giving advice on what to do with it.

This combined approach can correct three distinct deficiencies that now exist in the way the urban policies and programs are decided. 1) It means that better information is available, so that plans are based on calculations of real need, not presumed needs. 2) It means that the information is not retained in the hands of small coteries of influential decision-makers, but in fact can be used by citizens. 3) And, as a result, it means that the citizens groups can establish goals in a knowledgeable fashion, be more equal in their dealings with government and establish priorities and programs that make sense to them.

This is not the only correction that is required, however, as it doesn't meet the need to co-ordinate and complement private market oriented efforts at supplying leisure, with the public community efforts. There must by planning that encourages both systems in an effective, inter-dependent way. Interventions by public authorities cannot stand against the natural flow of urban economic and social forces. They must work within a context set by the multitude of decisions made in the urban market and there must be institutonal means to integrate private and public urban development activities.

An integration of public and private efforts can and have an enhancing effect - providing leisure time services of greater diversity and economizing in resources. For example, if the placement of new school facilities are planned in partnership with local community merchants, churches, citizens groups, theatre owners, etc., the facilities can be planned so that the community can make full use of gymnasiums, school theatres, and

only indifferent. For the achievement of private ends, the cities continue to be a favourable environment. For the achievement of collective ends, including the provision of opportunity for rewarding application of leisure time, successful cultural achievements must be weighed in the same basket with the irritating, disgusting and frightening problems of pollution, noise, urban decay, traffic congestion, social conflict and crime. Planners, whatever their philosophic position, are subjected to control by the elected representatives of the people and the achievements of planning are limited largely to ameliorative action.

In balance it seems that the cities continue to be attractive from an economic point of view, but that stresses to the human organism deriving from noise, pollution, social conflict and so on continue to motivate urban residents to seek temporary respite outside the urban area from time to time. It seems likely that even with the inevitable rising costs of urban environmental control, the economic yields of the processes of mass production, mass marketing, and complementarity of enterprise will continue to produce increases in personal disposable income which will make escape from the cities economically possible for an increasing percentage of the growing number of urban residents, and the rising demand for escape will continue to place growing pressure on non-urban resources in what might be described as "escape environments".

These patterns can be quantified and forecast with reasonable accuracy — at least for a decade. It follows that the process of meeting anticipated demands for escape environments and the costs of that process, can be forecast and measured in terms of money resource needs. But these forecasts are pointless unless collective action is possible to meet the rising demands. And of course, such action is only a response - a reaction - a continuation of a process which we have been able to observe for the last 30 or 40 years in Canada and in the United States. Perhaps the most depressing aspect of the whole question is that we appear to be responding and reacting largely to what might be described as our continuing failure to civilize the city to the point where escape becomes less necessary.

It is my own conclusion that there will be very little change in this pattern of affairs, at least during the next decade. We can anticipate that within 30 or 40 years Toronto will resemble Chicago, Montreal will resemble New Orleans, and Edmonton will resemble Toronto. This is not a particularly delightful forecast for those of us who have watched, during the last decade, the degeneration of Chicago and Detroit and indeed, the degeneration of Toronto. To be frank, it seems most unlikely that planners will be able to change the course of this pattern of events in any significant way.

It is no doubt conceptually possible to reduce the stresses which the city places on man and perhaps even to reduce the extent to which we must adapt ourselves each day to our changing urban environment. Probably some achievement in this area would reduce the pressure for escape from the urban environment. It seems likely, also, that it is conceptually possible to improve the opportunities for the rewarding application of leisure time within the city through the creation of environments which are sheltered from the physical and phychological stresses which population congestion creates. But such achievements would probably be costly in economic terms and would thus, in some measure, reduce the success of individual achievement of income optimization. Simply, money would be transferred from disposable income through taxation to the public sector.

Politicians are not unaware of the advantages to society of parks, roof top gardens, libraries, music halls and cultural centres. But they are also aware of massive and growing popular resistance to tax increases. At the point where the achievement of private economic goals begins to taper off because of increased taxation to pay for an upturn in the quality of services collectively provided, social and political resistance becomes sharply evident. This is not to suggest that no improvements will be made in the urban environment, but only to suggest that we will have to run very fast indeed merely to stand still. And of course, planners are directed by politicians who are elected by people. And people are, for the most part, pursuing private ends, not collective ends. Planners and garbage collectors are expected to clean up the mess. They are not expected to build a brave new world.

Human nature changes very slowly, if at all. And the selection of economic goals by individuals seems to derive from very fundamental human characteristics. I find it very doubtful that our individual goals and objectives will change very much in the next 30 years. And so I conclude that the achievements of planners who attempt to civilize the city by improving opportunities for meaningful use of leisure time within the city boundaries will be largely ameliorative. They will be limited to salvaging a few green areas here and there, shielding an occasional corner from noise and planting an occasional tree.

Changing patterns of rural land use are simple and rather widely understood; land use is intensified under pressure of the world population for food, fibre, metals and other materials and in response to the demand for space for highways, airports, pipelines, power lines and so on. Among the competing demands for space in the rural area is the demand for recreation space. Obviously, as demands for land for all of these purposes increase, competition intensifies and conflicts emerge with increasing frequency. Logging conflicts with recreation in Algonquin Park, agriculture conflicts with wildlife in western Canada, and the promiscuous use of Ski-doos conflicts with the desire of the rural land owner for peace, quiet and territorial integrity.

The industrial uses; agriculture, forestry, mining, transportation and so on, match their need for land with money, and land allocation occurs in a pattern

classrooms, while the private resources can be used to help supply student needs for food, social meeting places, and after hour recreation needs. In Winnipeg, there is a large high school right beside a large shopping center. At noon hour, because the students are closed out of the school, there is a large influx of students into the shopping plaza, where there is again little for them to do except 'hang about' one of the restaurants - even though the cinema theatre in the shopping centre is unused, and there is all kinds of open space where activities could be planned. Here is an ideal case for co-ordination and yet there is none. The only communication between the merchants and the school is the merchants complaining about the students.

Another example exists in a downtown area of the city experiencing extensive alterations in housing use, and population. A large number of university students reside in the area, with little in the way of services, and a good deal of idle time in the evenings. Long time residents are becoming concerned over the changes, feel threatened by the number of young people, and through church initiative have started efforts at organizing. There is an increase in violent crimes, giving the police added problems and resulting in the inevitable cries of alarm from city fathers. Yet, there is no effort to combine efforts to assess the needs of people in the area and plan accordingly. What could, with some imagination, become an interesting urban area of variety and opportunity in leisure time uses, instead presents its residents with frustration and a growing incidence of social problems.

The reason for this kind of neglect is that the mechanisms for effective planning do not exist. We are poorly governed in out cities. The institutions we use simply do not match the tasks that need to be done. The inability to discern leisure time needs of diverse urban residents, and to undertake co-ordinated concented action to satisfy them stems from the weakness in present means of managing our affairs.

The forms of government we now use were sufficient for providing the caretaker services that were required in simpler days. But, as instruments capable of handling the complex, subtle social and human concerns of modern urban citizens they are failures. They are too distant, too bureaucratic, too simplistic in their approach. What is even more worrisome, they are becoming less and less democratic - immune to the new voices expressing themselves in urban matters.

The answer to the problems of leisure in the cities as it is to other probelms is very much one of developing forums of decision-making able to respond and act in ways suitable to the problem. It means centering planning much more on a citizen supported basis, with a full supply for citizens of adequate information and skills. It means finding ways of planning private and public responses in some co-ordinated fashion.

This suggests a form of decentralized neighbourhood government. Neighbourhood governments and councils, small enough in jurisdiction, and shaped to correspond to the natural community divisions, should be granted powers in certain field of urban development such as leisure, education, housing, etc. They would relate to regional planning through a larger metropolitan form of government that handles macro-metropolitan functions, but would be the mechanism for planning on a local level.

The planning followed by such an institution would fit into a larger set of metropolitan development guide lines, but would better reflect the diversity found in the diverse areas of the city. They could organize the activities of local institutions, utilize advanced techniques of community analysis and help co-ordinate public and private efforts that would reflect the character of their own community.

The planning for leisure is one activity that most clearly could be handled by such a new form of local government. In fact, because leisure time planning is one activity given low priority by existing governments, they very well might go along with a delegation of this power on an experimental basis. Thus, the planning and implementation of leisure time use could be used as the starting point for what has to become a major reform of existing institutions.

Consider how such an organization might function in some of the examples of leisure time neglect that were previously cited. In the case of inner city residents they might provide for use of public facilities such as schools for purposes determined by needs of residents. In simple terms, the number of older citizens who live in small rooms with no entertainment, a gathering place, school facilities or church basements could be used to place television sets or to play cards. In the suburban shopping centers, programs could be divised for use of school children at noon hour. In the area of the city where rooming houses predominate, merchants, voluntary associations, churches could combine - through the representative instrument of a neighbourhood council to plan small parks, movie houses and meeting rooms - places where people could meet and become part of the community.

The idea of neighbourhood government, as the basis for managing urban leisure time use has been outlined only in brief. The objective of this exercise is not to detail a program but to present one idea. Whether, one agrees with the prescribed solution or not, one should accept the fact that one of the major deficiencies of present urban management is the way services and programs for leisure are handled. Basic changes in the means of implementation are required, which take cognizant of the growing demands for greater participation by urban residents. We need to know more about the way people live in our urban areas, and that information can best come from the people themselves. In fact, no better use of leisure time could be planned, than the time and energy taken by people being involved in the management of their own affairs. The answer to the difficult issue of how to respond to human needs in the urban setting is to build the structure and give the power to people to enable them to answer their own needs.

which is orderly, at least in economic terms. In the case of recreation, however, the need for land is frequently, or even usually, unmatched by money adequate to obtain the space required to provide recreational opportunities. In economic terms the need is not translated into demand.

There are at least two clearly evident causes of the shortage of cash for acquisition of lands for recreational use. The first is the unwillingness of individuals to forego personal disposable income, accept higher taxes, and thus meet the cost of collective needs. Recreation becomes merely one of a number of competing demands for the limited tax dollar. Recreation is probably as successful in competition before Treasury Boards as any other major area of public activity, but it does not appear able to achieve the funding necessary to the provision of as much recreation space as some would like.

The second cause of the cash shortage is probably the ravenous demand of recreation for space. People seeking respite from the stresses of the city often want solitude and shelter from contact with others. There is a demand for wilderness areas, seclusion and privacy. The fisherman does not want to see other fishermen, the hunter prefers to see no other hunters, the camper prefers solitude at a campsite in a wilderness area and so on. The recreational land user does not, however, propose to pay for the use of such lands at the same level as the farmer, the forest complex or the mining company. And finally, there is a social attitude which argues that access to recreation should be free or, at most, nominally priced. This is, of course, quite impossible. Someone must pay the bills.

The conflicting demand for land use, or in economic terms, the competition for land in rural areas is much less severe than in cities. For all the difficulties, a substantial amount of land is set aside now in Canada for recreational use and increased amounts are likely to be set aside within the next decade. Because the competition is less severe in rural areas, the conflict between private and public spending is also less severe. A scarce tax dollar goes further in providing recreational opporutnity outside the urban area than within the city boundaries.

On the other hand, it seems clear that a number of traditional aspects of outdoor - oriented recreation will be compromised or foregone within a 30 year term horizon. Wildlife resources, particularly in the settled areas, are being reduced as the result of competition for land with agriculture, industry, highways and airports. Huntable populations of game are declining in numbers and some game species and some non-game species face extinction. True wilderness is being replaced by "Wilderness areas".

In these comments I have so far confined myself to a primarily economic point of view, probably with a conservative bias. I should like to comment briefly on an ecological viewpoint. The emerging ecological pattern, it seems to me, is closely related both in intensity and direction to the economic pattern. A few hundred years ago the ecosystem of what is now Canada was little affected by man - or more correctly - included only a few men. But now the ecosystem is utterly dominated by hoards of men armed with magnificiently effective tools, disrupting, moving, adjusting and often destroying the other living components and the chemically interacting, non-living elements.

The ecosystem is dominated by man but not controlled by man. The dominant force in the system is man himself, or rather, hoards of individual men. And men notoriously control every other species but effect only the slightest control over each other. A few coyotes will be ruthlessly exterminated for predation on a few sheep. But a Hydro crew will spray brush killer on two hundred miles of roadside and suffer no counterattack.

The city and the rural hinter-land are dominated by men, each going their own way and seeking their own ends. This pattern creates conflict, crises and even danger when individual goals require optimum use, or joint use, of some scarce resource. In North America that point has been reached in competition for land, air and water in and near a few major cities. Whether this ecological crisis will force changes in the selection of goals and objectives by individuals ramains to be seen. Personally, I am of the view it will merely result in the spilling of people from areas of maximum congestion into slightly less congested areas until the crises becomes continental in scope. I doubt that this would occur within a decade but the 30 year picture is less clear.

What does seem clear is that until the crises is felt in a personal and uncomfortable way by individuals there will be little or no change in the attitude of the individuals toward the personal selection of goals and objectives. In other words, the unwillingness of individuals and effects measurable discomfort. Until that time, the planner who seeks to forestall the crises will find an intent audience among a small minority, but his recommendations will be disregarded by the majority and his ability to deal with emerging conflicts will be limited to amelioration of what has already occured and will not extend to prevention of future crises or disaster.

In short, it seems likely that the planner, regardless of his personal philosophy, will be seen by society as just another individual with a personal set of goals and objectives, exactly equal in value to the goals and objectives of all other citizens. He may wish to be a philosopher king but he will function as a democrat. Governments, Municipal, Provincial and Federal will scrounge among the remants of public revenue left over from health, education, and transportation budgets for a little money to implement some part of plans for cooperative and public use of resources for leisure enjoyment. Master plans to improve the efficiency of joint use of natural resources may be drawn up, and even sanctioned by legislation, but when they conflict with the achievement of private ends they will continue to be changed. The plans, after all, are the peoples' plans. And most people pursue private ends most of the time.

TOWARDS URBAN FREEDOM

On such occasions as this - during a week of study devoted to urbanization and leisure - one has the feeling it is not always safe to leave the spartan comforts of Ottawa.

For first thought, which sprang to my mind when considering today's topic was a weighing of the value - the "worthwhileness" if you like - of a study of "Urbanization and Leisure in the Canadian Context".

We are all aware that for many people there is very little leisure to worry about - the luxury of leisure is an unattainable dream. Men and women trapped in low-paying jobs, denied decent housing, are perhaps too preoccupied with their everyday needs and may be a little cynical, at any study or discussion of leisure.

So perhaps we should acknowledge at the outset that we are speaking of a large but nevertheless privileged sector of the populace. Admittedly, significant progress has already been made in a greater availability of leisure both in Canada and abroad.

However, the wave of public concern for the environment is the product of this decade. Until the 60's, city problems were the quiet province of experts: the professors, the professionals, and the poor - and lamentably the universities weren't really convinced that the city was a proper subject for study.

Throughout the fifties, the academics' particular province - was the problem of suburbia. Some of them developed the cheerful theory that tidy metropolitan

AFFRANCHIR LA VIE URBAINE

by / par

Ian Maclennan
Vice-President CMHC
SCHL

En des occasions comme celles-ci - au cours d'une semaine d'étude consacrée à l'urbanisation et au loisir - on a l'impression qu'il n'est pas toujours prudent de quitter les conforts spartiates d'Ottawa.

Ma première pensée en considérant le sujet d'aujourd'hui, a été de mesurer la valeur - le "mérite" si vous voulez, d'une étude de l'urbanisation et du loisir dans le contexte canadien. Nous sommes tous au courant que pour bon nombre de personnes, très peu de loisirs s'offrent à eux - le luxe du loisir est un rêve irréalisable. Des hommes, des femmes pris au piège dans des emplois mal rémunérés, à qui on refuse un logement convenable, peut-être trop préoccupés par leur besoin quotidiens et peut-être légèrement cyniques à la pensée d'une étude ou discussion sur le loisir.

Alors peut-être pourrions-nous reconnaître au départ, qu'il s'agit ici d'un secteur considérable mais négligé cependant de la population. De l'aveu général, un progrès marqué a déjà été réalisé dans les occasions de loisirs plus disponibles tant au Canada qu'à l'étranger..

Cependant la vague d'intérêt public à l'endroit du milieu est le projets de notre décennie. Jsuqu'aux années 60, les problèmes des villes étaient la responsabilité tranquille d'experts: les professeurs les professionnels et les pauvres - et malheureusement les universités n'étaient pas vraiment convaincues que la ville était un sujet convenable d'études.

Dans les années 50, le champ d'action particulier des universitaires était le problème de la banlieu. Certains d'entre eux ont élaboré la théorie agréable que les gouvernements métropolitains bien organisés allaient imposer l'ordre et la beauté à l'extension anarchique qui menaçait la campagne. D'autres prédisaient que les banlieusards allaient abandonner leurs chiendent pour retourner par bandes vers le centre-ville. Tel ne fut pas le cas - et ne le sera jamais. Du moins, pas de la façon que nous l'avons prédit avec tant de confiance il y a 20 ans.

Un autre genre d'expert en problèmes urbains se préoccupait tout simplement de faire réparer les routes, de construire des écoles et cueillir des ordures ménagères. Il espérait pouvoir répondre aux besoins des familles affamées, faire face au logement insalubre, au chômage et au crime dans les petites et grandes villes. Mais il n'a pu que constater des problèmes croissants, des salaires à la baisse et une apathie publique inchangée. Peut-être n'était-il pas trop au courant des theories, mais ses conclusions étaient sans doute moins agréables que celles des universitaires.

Enfin, il y avait les pauvres. Les pauvres ont toujours compté parmi les experts urbains, en raison d'une expérience personnelle amère. Peut-être ne fréquentent-ils pas les belles plages, les clubs de golf et les centre civiques mais ils savent que le toit coule. Ils savent ce que mangent les rats, de qu'elle façon existent les victimes de la drogue et pourquoi leurs rues sont de minables terrains de jeux.

Mais maintenant, on redécouvre le loisir, les nouveaux experts, les professionnels autant que les intéressés à la

"The minute you find a fit environment it changes. You have to adapt the environment and adapt yourself to accomplish fitting. Fitting is necessary for survival; not only fitting but also creative fitting. In order to survive you have to be creative." -Ian McHarg

urban freedom

governments were on the way, to impose order and beauty on the sprawl that threatened the countryside. Others predicted that suburbanites would forsake their crabgrass and return in droves to the central city. These things haven't happened - nor will they. At least not in the way we so confidently predicted 20 years ago.

Another type of expert on urban problems simply worried about getting roads patched, schools built, and garbage collected. He believed you could cope with hungry families, substandard housing, unemployment and crime, in small towns and large. But all he saw was problems increasing, income decreasing, and public apathy holding firm. Perhaps he wasn't much given to theories, but without doubt his conclusions were less cheerful than those of the academics.

Finally, there were the poor. The poor have always been urban experts through bitter personal experience. They may not know fine beaches, golf clubs and civic auditoriums. But they know when the roof leaks. They know what rats eat, how addicts exist and why their street is a lousy playground.

But now leisure is being rediscovered. The new experts, professionals and community minded people alike are joined in their concerns by a host of editorial and feature writers, national, Provincial and Municipal legislators and ordinary Canadians. This new wave of interested people is extremely welcome. But, the flags they plant are not on virgin parks and playgrounds. I'm sure those who have been talking about leisure for years may be forgiven for feeling like the Indians who met Palliser when he came on the vast grasslands of the Prairies. "It may be a discovery for him, but Hell, we've been here all our lives".

And, putting it just as bluntly - what are we here to talk about? Perhaps it's what we see every day in our lives in Canada. If it is attractive, it adds to the quality of life. If it is ugly it degrades our existence.

I think we are here to discuss the quality in the life style of every Canadian.

The first point to be made is that this can no longer be treated as a minor concern, as in past. We have come to recognize that recreation and beauty, the need for leisure time and the ability to use it well, the privacy of open space - all these things - are necessities if there is to be quality in our lives. They are not amenities. They are not luxuries. They are not the dessert we can skip at the end of a rich meal.

The second point has to do with the city - and with the whole order of change which must take place if we are to meet the aspirations of people who live in urban places. This is not to say we do not already recognize the need for recreation. Very few people in our enlightened age are against national or City parks, or playgrounds for children, or preserving land for future recreational and leisure uses. But we do have a serious problem of orientation, and it is tied directly to our headlong rush toward urban growth and change. This is a challenge we must face if we are to give reality to leisure and to the ultimate goal of quality.

These are the problems of orientation:

Too often we think of recreational outlets in terms of traditional rural values. Hunting and fishing and camping mean recreation to most of our people. Recreation is escape from the ordinary pressure of work and the turmoil of ordinary life. Many of us think of the ultimate in peace as floating down a raft on the St. Lawrence, or breathing the high air of the Columbia Icefields, or sharing lunch with the ants beside a peaceful stream.

Consequently, recreation agencies and planners often see the need to educate our urban people to the virtues and values of the rural-oriented recreation experience. In the main, Federal and Provincial interpretive programs are geared to this philosophy, and much of their recreation budgets are oriented in this direction.

As a result, the job of meeting the recreation and open space needs of the central city people has largely been viewed as a problem in city organization and planning.

affranchir le citadin

communauté se rencontrent dans leurs préoccupations, avec une foule d'éditorialistes et de rédacteurs de manchettes, les législateurs provinciaux et municipaux et le canadien ordinaire. Cette nouvelle vague de personnes intéressées est vivement la bienvenue. Mais ils ne plantent pas leur drapeau dans des parcs et des terrains de jeux dénudés. Je suis convaincu que l'on voudra bien pardonner à ceux qui, depuis des années, ont discuté de loisir et de besoins récréatifs, de se sentir comme les Indiens qui ont rencontré Palliser lorsqu'il s'est ammené dans nos immenses prairies. C'était peut-être une découverte pour lui, mais, que diable, nous avons bien demeuré ici toute notre vie''.

Et, pour parler aussi carrément - que sommes-nous venus discuter ici? De ce que nous voyons dans nos vies de chaque jour au Canada, peut-être! Si c'est attrayant et que la chose nous soit accessible, cela enrichira notre vie. Si c'est désagréable, cela minera notre existence.

Je crois que nous sommes ici pour discuter de qualité dans le mode de vie de chaque canadien.

La première mise au point que je désire faire est que cette question ne peut plus être traitée avec un intérêt secondaire comme par le passé. Nous en sommes à reconnaître que la récréation et la beauté, le besoin de loisir et l'habilité de bien s'en servir, la retraite qu'offre les espaces ouverts - toutes ces choses - sont des nécessités qui nous permettent d'atteindre à une certaine qualité dans notre vie. Ce ne sont pas des agréments. Il ne s'agit pas là d'un luxe, non plus que d'un dessert dont on peut se passer à la fin d'un repas savoureux.

Le second point traite de la ville - et de toute une gamme de changements qui doivent avoir lieu si nous voulons répondre aux aspirations des citoyens qui vivent en lieux urbains. Non pas que nous n'ayons pas déjà reconnu le besoin de la récréation. Très peu de personnes en ce siècle de lumière, s'objectent aux parcs nationaux et civiques, aux terrains de jeu pour les enfants, ou à conserver du terrain pour des affectations à venir tant pour la récréation que pour le loisir. Mais nous avons là un problème sérieux d'orientation, et il se rattache directement à notre course à bride abattue vers la croissance et le changement urbains. Voilà un défi que nous devons relever si nous voulons que les loisirs et l'objectif ultime de qualité deviennent une réalité.

Il s'agit là de problèmes d'orientation:

Trop souvent nous pensons aux moyens de récréation dans le contexte de valeurs rurales traditionnelles. La chasse, la pêche, et le camping signifient récréation pour la plupart de nos concitoyens. La récréation est un échappatoire à la pression courante du travail et au tumulte de la vie quotidienne. Plusieurs d'entre nous pensent que la paix fondamentale consiste à être à flot sur un radeau que le St-Laurent emporte, ou à respirer l'air raréfié des champs de glace de Columbia, ou à faire du camping ou à manger son déjeuner le long d'un cours d'eau paisible.

En conséquence, les organismes et les planificateurs de récréation sont souvent saisis du besoin d'instruire notre population urbaine des bienfaits et des valeurs qu'offre une expérience récréative en lieu rural. Essentiellement, les programmes explicatifs tant fédéraux que provinciaux, sont harnachés suivant cette philosophie et une grande partie de leur budget récréatif est orientée dans ce sens.

Comme résultat, l'obligation de répondre aux besoins de récréation et d'espace ouvert des citoyens de la ville centrale a été pour une large part considérée comme un problème d'organisation et de planification urbaines.

Et ce commencement n'est déjà pas si mal.

Mais étudions un peu quelques faits dans toute leur rigueur. Les moyens traditionnels de récréation ne sont pas à la portée de tous les citadins. Plusieurs familles à bas revenus, particulièrement celles qui vivent dans les ghettos urbains, isolées et enclavées, n'ont tout simplement pas la mobilité voulue pour y atteindre. Il y a un bon nombre de citadins qui ne sont tout simplement pas intéressés aux régions récréatives en dehors de leur milieu ou aux concepts ruraux traditionnels de ce qui constituent la récréation. Il nous faut oublier l'idée que toute notre population a été forcée de vivre à la ville et s'acharne a s'en échapper. Comme question de fait, la plupart de ceux qui vivent dans les villes y sont parce qu'ils veulent y vivre, parce qu'ils y trouvent des occasions — parce que la ville est remplie d'action!

Et nous voilà face à une nouvelle orientation.

Le développement des services récréatifs ne peut pas se limiter aux régions distantes - qu'il s'agisse de parcs nationaux ou de parcs en banlieue, ou de plages, de marinas et d'autres lieux semblables. Il nous faut également penser en fonction d'un plus grand nombre de catégories de citadins - compris la famille à bas revenu qui ne jouit pas d'une mobilité qui lui permettrait d'atteindre ces services en dehors de son milieu, de même que ceux qui par choix, veulent trouver leur récréation dans la ville même.

Bref, si la vie de tous nos concitoyens doit enrichir un emploi constructif de leur temps de loisir et d'un milieu qui exalte l'esprit, cette occasion doit se présenter alors dans la ville. Le milieu qui permet de répondre à ces besoins doit être apporté à la ville - et à cette partie de la population qui y est retenue soit par

But let's take some hard facts into consideration. - Conventional recreational facilities are not available to all the people of the City. Many low-income families, particularly those in isolated and impacted urban ghettos, are simply not mobile enough to reach them. - There are a good many people in cities who are simply not interested in outlying recreation areas or the traditional rural concepts of what constitutes recreation. We should forget the notion that all our people have been forced into the City and are struggling to escape. As a matter of fact, most of those who live in cities are there because they want to live there.

This brings us to a new orientation.

Development of recreation facilities cannot be restricted to outlying areas - whether they be national or suburban parks, or beaches and marinas and other service areas. We must also think in terms of more categories of urban citizens - including the low-income family without the mobility to reach outlying facilities, and those who by choice want to find their recreation in the city.

In short, if the lives of all our people are to be enriched by constructive use of their leisure time and by an environment that lifts the human spirit, then such opportunity must exist in the city. The environment to meet these needs must be brought into the city - and to those restricted to the city either by circumstances or choice. We cannot think only in terms of the middle-class, mobile people. We must think of the old, the young, and the disadvantaged - those locked in.

And then we must ask ourselves: Are recreation planners doing enough to meet the recreation needs of all urbanites?

The New York Times recently carried a story entitled "How to put Plan in Playground". It described the efforts of a group of mothers of Washington Square Village in New York City, led by Mrs. Judy Wadia. I quote: "Mrs. Wadia is a force in the mother's underground that has been plotting the overthrow of the power of paunchy, middle-aged men who have done the bulk of the playground planning in this country, in a wisdom gained as they move from office to club to golf course - men who do not even know, for instance, that children like dirty, little black holes to pour all types of God-knows-what things into".

The moral of this story is very simple: in the preparation of the plan or the program, the people of the neighborhoods and the community must be involved deeply. We have much to learn from them of their needs and aspirations. They and we both must benefit from communication and understanding - each of the other - the most valuable product of mutual involvement in the planning process.

And that's no simple task. Leisure is a rich-sounding free and easy word. It doesn't lend itself kindly to cross-questioning, to an invasion of its privacy. And there are many who set their faces firmly against leisure in any form - if by leisure we mean time off from earning our daily bread.

But in spite of the hazards involved - City recreation planners are beginning to break away from the concept of a City park as a green spot with a man on horseback in the center and peripheral sidewalks. They are planning parklets and portable parks. They are beginning to lease vacant lots, and develop parks in tandem with neighbourhood centers. They are talking of using roof tops and elevated platforms, and of trenching and covering freeways for recreation use. They even think of linear parks along transit lines.

The demand for recreation land is probably insatiable. As long as we can foresee, the supply and demand imbalance will be very large indeed. When we think in terms of the thousands of acres of new land going into urban development each year, then we realize the extent of the problem.

However, we should be clear about one thing. Within the parameters of public morality - it is none of our business what people do with their leisure time. We have to ensure that people have a chance to do what they want and need to do. Our concern should be to discover what people's leisure needs are and remove those factors that tend to inhibit free choice.

In stating as an objective the removal of those factors that prevent the enjoyment of leisure, we are really describing the objectives of the **whole** society - free time away from work, higher discretionary income, better health and education, control of pollution and ultimately the sophisticated management of the environment. These will be the signs of our **cultural development.**

And we should not be merely concerned about these matters in terms of today's leisure living. Some prominent medical doctors now say no man nor woman has ever died exclusively from the disease of old age. If tomorrow's living means retirement at 55 instead of 65 and life until 100 instead of 70, then any examination of future leisure needs becomes frighteningly complex indeed.

You become excited about the prospect of living long and worthwhile lives among large numbers of people of all ages and incomes in cosmopolitan environments. Our goal is surely - freedom for personal- individual development - the backbone of a democratic society. It is possible to have cities of imagination and diversity beyond belief - providing a real range of choices and opportunities - for **all** Canadians. The cities' needs are urgent - and your help is needed.

les circonstances ou par choix. Nous ne pouvons pas penser seulement dans le contexte de la classe moyenne, des personnes mobiles. Il nous faut penser aux personnes âgées, aux jeunes, et aux sous-privilégiés - aux personnes qui y sont encloisonnées.

Et alors faut-il nous demander: les planificateurs en récréations oeuvrent-ils suffisamment pour répondre aux besoins récréatifs de tous nos citoyens urbains?

Certainement que la pensée va de bon train.

Et ce, en nombre de niveaux et en nombre de lieux.

Il y avait récemment un article dans le New York Times qui s'intitulait "Comment planifier le terrain de jeu" "How to Put Plan in Playground". L'article décrit les efforts d'un groupe de mères de Washing Square Village dans la ville de New York, sous l'égide de madame Judy Wadia. Et je cite: "Madame Wadia est une animation dans le maquis maternel qui a comploté le renversement du pouvoir des pansus d'âge mûr qui ont fait la plus grande partie de la planification des loisirs en ce pays, animés d'une sagesse qu'ils ont acquise au fur et à mesure de leur déplacement à partir de leur bureau jusqu'à leur club, jusqu'au terrain de golf - des hommes qui ne connaissent rien, par exemple, aux enfants qui aiment de petits trous noirs sales pour verser à peu près tous les genres de machins".

La morale de cette histoire est très simple: dans la préparation d'un plan ou d'un programme, il faut y impliquer les habitants des voisinages et de la collectivité. C'est ainsi que nous pourrons bien nous renseigner sur leur besoin et leurs aspirations. Eux et nous devons profiter de la communication et de la compréhension - chacun des autres - le produit le plus valable de l'engagement mutuel dans le processus de la planification.

Et ce n'est pas là une tâche bien simple. Loisir est une expression à consonance riche, facile et libre. Il ne se prête pas facilement à l'interrogation contradictoire, à une invasion de son intimité. Nombreux sont ceux qui s'affirment solidement contre les loisirs sous toute leur forme - si l'on entend par loisir, le temps passé à l'écart de notre gagne-pain quotidien.

Un relevé récent et très sophistiqué sur le loisir - fait au Canada - a élicité la même réponse d'à peu près tout le monde: "Je ne vois pas comment vous avez le droit de vous insinuer dans mon temps de loisir". Une personne interrogée a répondu que son loisir favori consistait à remplir des questionnaires idiots d'étude d'opinion comme celui qu'il remplissait justement.

Mais en dépt des dangers en cause - les planificateurs de la récréation dans les villes commencent à s'écarter du concept d'un parc de ville représentant un lieu vert dont le centre était occupé par un cavalier en pleine chevauchée, et la périphérie, brodée d'allées. Ils planifient de petits parcs et des parcs portatifs — Ils commencent à louer des terrains vagues et à développer des parcs en tandem des centres de voisinage. Ils parlent de se servir des toits-terrasses et des plate-formes élevées, de construire des autoroutes en déblai pour les munir d'une couverture qui servira à des fins récréatives. Ils pensent même aux parcs linéaires le long des voies de transport.

La demande de terrain pour la récréation est probablement insatiable. Aussi loin que nous pouvons prévoir, le déséquilibre entre l'offre et la demande sera sans doute très grand. Lorsque nous pensons aux milliers d'acres de nouveau terrain qui sont affectées à l'aménagement urbain chaque année, nous réalisons alors l'étendue du problème.

Cependant, il nous faudrait nous entendre sur un point. Dans le contexte des paramètres de la moralité publique - ce que les gens font de leur temps de loisir ne nous regarde réellement pas. Il nous faut nous assurer que les citoyens ont l'occasion de faire ce qu'ils veulent ou ce qu'ils ont besoin de faire. Notre souci devrait consister à découvrir quels sont les besoins de loisir de la population et de retrancher les facteurs qui tendent à nuire au choix libre.

Lorsque nous établissons comme objectif d'enlever ces facteurs qui empêchent la population de jouir de leur temps de loisir, nous décrivons réellement les objectifs de toute *société - temps libre loin du travail, revenu discretionnaire plus élevé, meilleures santé et instruction régie de la pollution et éventuellement, une gestion sophistiquée du voisinage. Voilà quelques uns des signes de notre* développement culturel *— qui permettent d'espérer en notre survie.*

Et il ne faudrait pas simplement se soucier de ces questions dans le contexte du temps de loisir d'aujourd'hui. Certains médecins éminents disent maintenant qu'aucun homme ni femme ne sont jamais morts exclusivement de la maladie de la vieillesse. Si la vie de demain signifie la retraite à 55 *au lieu de* 65 *et une vie jusqu'à l'âge de* 100 *au lieu de* 70, *tout examen conséquent de besoins de loisir à venir, devient effroyablement complexe.*

On peut s'enflammer à la perspective d'une vie longue et valable parmi un grand nombre de personnes de tous les âges et revenus dans les milieux comospolites. Notre but est surement la liberté en vue du développement particulier de chaque personne — pour les citoyens qui sont la force d'une société civilisée. Nous ne sommes pas tous identiques ni devons nous l'être. Afin d'atteindre ce but, nous devons faire des recherches pour distinguer les choix que nous devons faire et établir des priorités. Il nous faut des chefs et une unanimité. Il est possible de créer des villes qui soient le produit d'une imagination fertile au delà de toute croyance — fournissant une échelle réelle de choix et d'occasions pour tous les citoyens canadiens. Les besoins de la ville sont urgents et nous avons besoin de votre aide. Merci

THE CITY AS ENVIRONMENT FOR LEISURE

DR. J. FARINA UNIVERSITY OF TORONTO

The true man of leisure in the society of today has probably achieved significant recognition based on high achievement - but he will seldom be identified as a man of leisure. He will most likely be urbane in that he is a product of the pavement, rather than of the grass roots; he is more likely to be over-active than sedentary; his interests are more probably diverse than rigorously focussed; he is more probably economically secure than materially acquisitive; he is more likley to be an uncommon man than a conformist.

The true man of leisure is for today and for the future the relevant man. My basic theme is that in the post-industrial society the aims, objectives, needs and orientation of this man are paramount and that planning must be based on his ascendency.

This does not mean that we simply acknowledge the presence of the man of leisure, or ask him to react to already prepared plans, or grant him a token seat on a planning committee. Nor does it suggest that he is necessarily in the majority or that he even constitutes a significant minority. Further, it does not mean that his goals, aspirations, and vision of the good life are necessarily antithetical to those of the total society. Rather, it means that we must be aware of his potential for realizing the goals of planners which to more mumpsimus men might invidiously be termed visionary; we must recognize him as an influential ally and kindred spirit; we must share planning with him through a process of genuine participation and involvement.

It is to the urbanity of this man in the sense of being of the city that I wish to address myself. There is no need for me here to document the shift of our population from rural to urban residence, yet I sometimes am inclined to wonder whether very much more than the physical man actually achieved the change in locus. When I hear politicians supposedly representing the downtown core of our cities speak of the "grass roots" I question the appropriateness of the metaphor and am inclined to join with those of our youth who would term such a man irrelevant.

I am a product of the pavement. My listening post is not in the grass but down at the curb side. An increasing number of Canadians not only live in the city but are products of the city. This is the majority of the future. Today the majority simply live in urban centres. They are still bound emotionally or nostalgically to a simpler rural life. The point of view of this majority very frequently downgrades the value of urban life while on the basis of selective and often unrealistic recollection overrates the values of rural life.

A related problem which is relevant and should be of concern to planners is the domination of the rural orientation of the polities and administration of Canadian provinces.

There is a clear association between the notion of leisure and the city from the point of view of rural or small town people who hold the value orientation I have suggested. Historically, the idea of leisure has always had a slightly evil, yet somewhat titillating and seductive connotation - particularly to those wedded to the Protestant Ethic. The Puritans equated leisure with frivolity, idleness, sloth, indolence, lack of purpose, immorality and downright sin. The city was equally condemned as the godless locus of leisure. One may hypothesize that the cruel conditions and hours of labour in the nineteenth century were not so much dictated by capitalist greed but rather by a Christian concern to render leisure in the city impossible - that is, to forestall sin in its natural locus.

> "The Puritans were people who couldn't live as they wished in Europe so they came to America where they have made sure nobody else can live as they wish".
>
> So - I am a sinner - and I live in that hothouse of sin - the city. I was born and raised in the city and have never lived elsewhere.

The country is nice to visit - but I wouldn't like to live there. I prefer the tap tap tap of high heels on concrete to the mooing of a cow. The

THE LAND AS SPACE FOR LEISURE

"We must reject the view of dominion and subjugation and exclusion. Man versus nature, the verb for which is conquer. "Man conquers the West, man conquers oceans, man conquers space." Man is nothing but a conquistador. We have to reject this view. We must depend on millions of plants and organisms. They are dear to us." -Ian McHarg

J. JANZEN SUPERINTENDENT, EDMONTON PARKS & RECREATION

Recently, I came across an article by Alvin Toffler entitled, "Future Shock". He states that, "today the human race is plunging into the future at a rate of speed never experienced before". Among other things, he suggests that, because of successful ventures into the widely disparate climatic frontiers of the polar and equatorial regions and onto the inhospitable lunar surface, man's adoptive capabilities are thought to be somehow "infinite" or boundless".

The simple truth is, that despite all his stamina, man remains a biological organism, a "biosystem", and all such systems operate within inexorable limits.

Man's adaptability finally gives out under continued demand for change, which Toffler terms "overstimulation". This overstimulation is what happens to urban dwellers in our Metropolitan centres. A clinical consideration of the psychological implications is one type of study that can be made. We have long known, however, that there are some practical solutions to the dangers of urban pressure-induced anxieties.

One of these solutions is the healing influence of sufficient open space, a balanced environment which only nature can provide. The reorientation of the harried city dwellers requires his reunion with the matrix from which he sprang — the natural environment.

Our urban parks areas are, at best, not enough to cope with our growing needs. Most cities are shamefully deficient in public open space. Fortunate are those which have made adequate provision. It will be interesting to observe what happens in the future. What will the recent pollution awareness do to help create an awareness of the ultimate value of our self-renewing natural environment?

It seems to me that there is not yet a true awareness of the need. Indeed, there are few criteria by which to measure. Architects, industrial engineers, psychologists, agriculturists, zoologists and others have determined very precisely how much space is required for a steno in an office; a diner in a restaurant; a chicken in a fryer factory; a bear in a grotto, etc. In his book, "Territorial Imperative", Robert Ardley has laid out the size of territory required to retain rationality and species viability among various fauna. More recently, someone even determined through research that individual urban tom cats require an area of a half-mile radius. Any overlap or congestion of territory with others of the same species and sex results in prompt acute neurosis, not to mention bloody strife. Yet, who has been able to similarly define the optimum spatial requirements of human beings? In our quest for quality in life, there has been a good deal less research carried out than on the chromosomal characteristics of the fruitfly. How much space does the average human require to remain stable?

I am firmly convinced that what drives people farther afield is the desire for spatial independence. It is also a desire to be in an environment that does not smack of second-hand use.

It is absolutely amazing the extent to which people will penetrate wilderness to achieve a sense of adventure certainly, but more so, I believe, to achieve a sense of remoteness. The degree to which effort is made in this way is, of course, conditioned by the amount of time available.

The majority of outdoor enthusiasts are satisfied with relative remoteness. They will accept

aphrodisiac delight of an imported French perfume does much more for me than the smell of a pig sty. I find the background murmur of traffic is more conducive to sleep than the shriek of some wild animal at night. I am like Aristotle's man - and like Aristotle I believe that the object of education is to prepare a man to occupy his leisure. I am no better or worse than rural man - simply different along dimensions that should be relevant to planners.

So - I am a city man.

I have had the good fortune to be professionally associated with social planners, town planners, regional planners, and some who might be termed generic planners. I have found them generally to be courageous, persevering, conscientious, persistent, and in fact downright stubborn. For they face continual and widespread criticism, hostility, misinterpretation, rejection or at the best inappropriate operationalization of their plans for all the wrong reasons. I can only conclude that in fact most of your plans indeed should be rejected or there is a significant communications gap between the planners and the people for whom the plans are created.

The business of planning hopefully is something different from the profession of planning. If I am in business I can always find a planner who is in business who will plan and promote structures which are an affront to every value the community holds except the value of profit. Our concern, I assume, is with professional planning - planning based on the ideal of service, based on knowledge, principles, and a desire to contribute to the common weal. Such an approach is based on meeting the needs of people - not of pressure groups, of employers, of vested interests, of profiteers and speculators, but of people. Thus, in planning in the city, the needs of city people must be paramount. In planning for the leisure of city people, something of their needs must be known. In fact the basic professional task it seems to me is to maximize the potential of the total environment to meet the needs of people.

Here - the environment to which we are addressing ourselves is the city. The needs are those related to leisure.

Much has been written about human needs and a wide variety of need system is described in the literature of social science. Most frequently, reference is made to the needs of: affection, belonging, achievement, recognition and new

only slightly used sites on which to camp or picnic or pursue their particular reason for the outing. It is less and less possible in the city because of over-use, and the same will happen in urban peripheral areas. The worn and crowded areas will continue to radiate outward from cities and the search for environment will become increasingly scarce.

Ultimately, we will be forced to rotate public parks and so-called "wilderness" areas in the same fashion as a farmer rotates his crops. Indeed, it is already happening in the use of fishing lakes and streams in such intensively used parks as Algonquin in Ontario, and others, I am sure.

We need places for certain specialized and booming recreational activities which are downright dangerous if carried on in urban parks.

I refer to the target rifleman and the archer, the snowmobiler and motorcyclist. The point is, that these pressures on urban parkland could be alleviated by the designation of remote areas for motorized recreation which do not conflict with other legitimate insterests.

We should preserve areas ideal for the amateur biologist, the rockhound, the hiker, and cross-country skiier. These are in the minority today, but I am sure their numbers will increase as people become more aware of our natural environment. But a tract of land will not withstand crowds, and our objectives in terms of land must be adjusted accordingly.

A criteria for location of regional parks which is cited by most authorities is that they be within one hour's driving time from a city. Beyond a radius of 50 miles from city limits their administration would be too complicated. Within that distance from major cities will be found many commercial and private recreational facilities such as golf courses, ski hills, picnic parks, beaches and cottage subdivisions which, in effect, exclude large numbers of people who are able to travel but who are not affluent enough to monopolize sections of lakeshores or are unwilling to pay a price for admission. We find this to be true around Edmonton where there are many fine lakes and large tracts of rolling, wooden country. Despite zoning and development controls by the counties and municipalities comprising The Regional Planning Commission, (of which Edmonton is a mem-

experience. This classification has proven useful for leisure planning. Thus encouragement is given to playground activities, community centre activities, clubs, competitive and cooperative park areas and to some extent to adventurous centres.

Yet there is some feeling that such areas and facilities and the rationales on which they are based, are incomplete in terms of any philosophic position vis a vis what is wanted for people. To some extent, those planning for leisure recite the five basic needs like a catechism and relate them to planning in an almost mechanistic manner, only ritualistically related to maximizing the full individual potential of people.

A different approach to human need was developed by Maslow and first set forth in his book *Motivation and Personality* in 1954. Maslow rejects the notion of any sense of equity between needs. He has conceptualized a "hierarchy of need" set. His scheme is sufficiently general to encompass most other theories about human needs. In Maslow's view, needs at lower levels in the hierarchy must first be relatively well satisfied before the individual is free to address himself to the attainment of satisfaction of higher level needs. For example, man no sooner satisfies his physiological needs which are at the bottom of the hierarchy when, as Maslow puts it "...at once other (and higher) needs emerge and these, rather than physiological hungers, dominate the organism and when these in turn are satisfied, again new (and still higher) needs emerge and so on. This is what we mean by saying that the basic human needs are organized into a hierarchy of prepotency.

The idea of prepotency is central to Maslow's hierarchical ordering of needs, and is basic to the concept of leisure as presented herein. Needs at lower levels are more basic and have greater power than those at high levels. Hence, lower level needs must be relatively well satisfied, on a continuing basis before the individual is free to concentrate his resources on achieving satisfaction of higher level needs. If a lower level need is frustrated, for example, if safety is threatened, the individual temporarily abandons his purusit of higher level needs until his safety is relatively well assured.

If we accept the notion of prepotency and the idea of different levels of need then we can restate the Aristotelian definition of leisure that leisure is the state of being free of the necessity to labour. Leisure is the state or condition of

ber) much of this natural asset is disappearing. I am sure this is the experience of other major municipalities. The greatest loss is frontage on bodies of water. Even in remote areas this desirable feature is being purchased by absentee owners for future development and or speculation.

As cities expand, suitable sites in the immediate vicinity will disappear under urban subdivision, unfortunately a traumatic process under most circumstances for any valuable natural areas lying in the path of the bulldozers. Under more favorable circumstances—for example, when urban planning gives full weight to environmental consideration—natural areas will be designed as parks. These will serve local needs and the problem remains, of providing public open space which is not subject to urban environmental pressures. There are too many economic limitations on the size of urban parks—for vastness and isolation, we must turn to more remote areas.

One solution to these conflicting demands—those of public reserve and private or commercial development—might be to establish more national and provincial parks. It is likely that many more of these will be dedicated during the next few years, but their prime purpose is to preserve large areas of unique ecological, geological, or scenic value and importance. This is of absolutely crucial concern for us, as well as people yet unborn, and it is unlikely that the senior levels of government should be expected to provide public recreation areas, within easy reach of large urban centres.
The onus, I think, is on the cities and the smaller municipalities within the region.

During the time that I was associated with the Metropolitan Toronto Parks Department, I was privileged to watch at first hand the evolution of a system of conservation authorities in Ontario. This process is still going on. It has been a good means to achieve a system of regional parks almost incidental to the primary conservation objective. It is a first rate example of preservation of watercourses from headwaters to mouth, land reclamation, reforestation, fish and wildlife management and associated educational demonstrations. The concurrent recreational opportunities made available are of a significance which fifteen years ago were visualized by only a very few men. Their foresight in

being free from the urgent demands of lower level needs. Here, lower level needs refers to the first four levels or all levels except self-actualization. If one is functioning at the level of self-actualization then one can literally play at, or challenge, the lower level needs. Such play or challenge represents leisure activity. For example: the Physiological Needs of hunger, thirst, activity, and sex, when not faced with the urgency of unsatisfied need find expression in the activities of the gourmet, the connoisseur, the Don Juan, and the athlete.

Safety Needs such as orderliness, justice, physical safety, and predictability may be challenged by gambling, mountaineering, parachuting, and white collar crime.

Esteem Needs may manifest themselves in sports, arts and letters, intellectual output, idiosyncratic behaviour and voluntary service.

Love and Belonging Needs may motivate membership in clubs, associations, and various teams and interest groups.

The state or condition of leisure then refers to freedom from the demands of lower echelon needs. Activity in leisure is not primarily dictated by time - time is not used but rather is occupied. Leisure then is possible during what is generally considered work time. An indicator of leisure during work time is the unhurried nature of activity reflecting freedom from demands or compulsions. The lack of hustle, bustle and urgency in leisure activity is recognized in general usage of the term "leisurely".

Obviously such a concept as leisure was redundant during the industrial age. Nor does it sound like a rural idea. It was the private privilege of a small economic elite. Leisure was viewed as a reward for work, rather than work being simply of instrumental value in the attainment of leisure. No longer, however, can any class be identified by virtue of the fact that it alone has leisure. The post-industrial age is potentially an age of mass leisure.

Mass leisure, however, may represent an unfortunate choice of terms. For leisure is personal and consists of activities not directly related to utilitarianism except insofar as they may promote self-realization. The essence of the concept is being free to express oneself through activity (be it intellectual, spiritual or physical) in order to strive towards one's full potential as a human being.

The determinants of choice of activity are physical predisposition, personality (or intra-psychic predisposition), and environmental factors. Certainly, Canadians are as healthy and physically competent as most peoples. Personality as a determinant is perhaps the key to the personal, individualistic nature of leisure activity. Environment seems to be the most critical variable in relating the concept of leisure to Canada and to planners.

I hope I have provided some relevant information to planners in respect to the city and leisure. My hope is that I have oriented thinking more towards the young and future generations than to those who have yet to adjust their value orientation to the Post Industrial Society. If any profession calls for a futuristic orientation - it is planning.

LAND

retrospect is of heroic magnitude. The major cities of Ontario would be in a sorry plight for want of regional park space for their citizens, were it not for the many thousands of acres of natural environment now available for recration.

It is important to note that it required a catastrophic hurricane to set the machinery into motion, which culminated in the conservation authorities act. Fortunately, a positive attitude exists today in all regions of Canada.

The Community Planning Association of Canada is one of the many organizations which, through its work, can hasten the time when a comprehensive approach to the preservation of open space will be the rule rather than the exception. Regional parks are still largely the missing link in the hierarchy of recreational space. Perhaps the regional government approach is the long-term answer. I have no ready solution and must, therefore, leave these few thoughts open-ended.

CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's library and many others are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers. Accession lists will be provided free on request.

LIST OF NEW BOOKS AND REVIEWS

A.B6 *Housing and Society*, by Glen Beyer, pp. 595, Macmillan Co., New York, 1969: Presents a broad view of the evolution of the American home from its European background to the present, and involves the topics of history, markets, production, acquisition, consumption, special problems, and recent developments.

A.J8 *Dimensions of Urban Social Structure*, The Social Areas of Melbourne, Australia, by Lancaster F. Jones, pp. 149, University of Toronto Press, 1969: The author uses new small area data to present the first intensive social anatomy of any Australian metropolis.

A.L3 *The Poor*, Ye Need Not Have With You, Lessons From The War On Poverty, by Robert A. Levine, MIT Press, 1970: An account of the origins of the war on poverty in the U.S., which presents several biased views in many directions, and submits alterations for the future.

A.M6 *Relocating Families*, The New Haven Experience '56-'66, by Alvin A. Mermin, pp. 138, NAHRO 1970: A personal account of the activities and hangups of the relocation officer in the New Haven area.

A.O2 *Proceedings of Two Canadian Symposia*, Counseling in Family Planning, Family Life Education-A Community Responsibility, by Ortho Pharmaceutical Canada Ltd., and The Anglican Church of Canada, pp. 88, 1970:

A.W7 *The Zone Of Emergence*, Observations of The Lower Middle and Upper Working Class Communities of Boston, 1905-1914, (reprint), by Robert A. Wades, and Albert J. Kennedy, pp, 219, MIT Press, 1969: A study written by workers in Boston's settlement houses, outlining the structure of the emerging middle-class America in 1905-1914.

B.B13 *Land and Building Taxes*, Their Effect on Economic Development, by Arthur A. Becker (ed.), pp, 308, University of Wisconsin Press, 1969: Proceedings of a symposium sponsored by the Committee on Taxation, Resources, and Economic Development, on the theoretical and practical aspects of the problems of the declining tax base and the growing urban crisis.

B.B14 *The Location of Service Towns*, An Approach to The Analysis of Central Place Systems, by John Urquhart Marshall, pp. 184, University of Toronto Press, 1969: Examines the various theories of economic location and presents findings on the Niagara Region of Ontario to verify these.

B.D6 *The Role of Federal Agencies in Technology Transfer*, by Samuel I. Doctors, pp. 230, MIT Press, 1969: Critically examines at close and long range perspectives, the mechanisms and effectiveness of government technology transfer from development to the citizen.

B.F2 *Politics and Government of Urban Canada*, by Lionel D. Feldman and Michael D. Goldrick, pp. 382, 1969:

B.L2 *The Real World of City Politics*, by James Lewis and Samuel Toronto, 1969: A number of linked Globe and Mail articles about the issues and conflicts in the urban planning life of Canada, with the use of Toronto as a specific example.

B.S7 *Urban Canada*, by James and Robert Simmons, pp. 167, Copp Clark Pub. Co., Toronto 1969: Develops the Canadian urban reality through its form, origins and future.

B.W9 *The International Megalopolis*, by Mason Wade, pp. 171, University of Toronto Press, 1969: Eighth Annual University of Windsor Seminar on Canadian American Relations which examines the problems facing both countries in the development of an international megalopolis from near Detroit to Montreal and beyond.

C.G1 *Urban Planning Aspects of Water Pollution Control*, by Sigurd Grava, Institute of Urban Environment, Cambridge University Press, pp. 223, 1969: Intended for "urban planners, community decision makers, and active citizens it provides an understandable synthesis of all aspects of the urban pollution problem.

D.J2 *The Politics of Architecture*, The History of Modern British Architecture, by Anthony Jackson, pp. 219, University of Toronto Press, 1970: Description of the warring between architectural factions in the battle for design and recognition in staid Britain.

D.M6 *Build a Mill, Build a City, Build a School*, Industrialization, Urbanization and Education in Ciudad Gyaana, Venezuela, by Noel F. McGinn, pp, 316, MIT Press, 1969: Describes the patterns of industrialization and urbanism in South America, the education problems of Ciudad Gyaana, and the founding of an Education Research Centre.

D.M7 *Les Villes Nouvelles*, par Pierre Merlin. pp. 310, France, 1969:

D.N7 *The Architectural Machine*, Nicholas Negroponte, pp. 153, MIT Press, 1970: Extrapolations of the use of the computer in the architects' life in the future. Processes and advantages of developing new systems for the study of the urban environment are examined.

E.S12 *Arcology*, The City in The Image of Man, by Paolo Soleri, pp. 123, MIT Press, 1969: Outlines in graphic form the many years of Soleri thought on the community which man should inhabit.

E.T6 *Aycliffe to Cumbernauld*, A Study of Seven New Towns in Their Regions, by Ray Thomas, George Berridle and Co., London, 1969.

REPORTS

The Problems of Urban Renewal and Housing. An Original Analysis of a Subject of Major Concern in the Contemporary Economy. pp. 12, 1967: Examines the current imbalance in housing and the impasse in urban renewal, and postulates beneficial environmental changes.

A Decent Home. The Report of the President's Committee on Urban Housing. pp. 251, 1968.

Arda: An Experiment in Development Planning, by James N. McCroirie. pp. 116, 1969, (special study no 2): A case study of government policy and regional development in rural areas of Canada.

Report on PROJECTS '69, by The Government of Newfoundland and Labrador, Department of Municipal Affairs, Provincial Planning Office. pp. 49: A general view of Provincial Planning Offices projects completed and started over the past year, and an account of the community mapping program.

Population 1 - Trends, Noel Dant, Director, Provincial Planning Branch, Dept. of Municipal Affairs, Alberta. pp. 28, Sept. 1967.

Population 2 - Density, by Noel Dant, Director, Provincial Planning Branch, Alberta. pp. 26, Dec. 1969.

International Conference on Regional Development and Economic Change, prepared by the Ontario Dept. of Economics and Development. pp. 212.

Design For Development, statement by the Prime Minister of the Province of Ontario on Regional Development Policy. pp. 25, 1966.

Design For Development (Phase 2), statement by The Honourable John Robarts and the Honourable W. Darcy McKeough. pp. 17, 1968.

A Large-Scale Residential Rehabilitation Program For New York City, prepared by Morris L. Sweet and William Pincus, Bureau of Planning and Program Research. pp. 46, February 1967.

City of Guelph Urban Renewal Scheme, Scheme Report, by Candeub, Fleissig and Associates, Planning and Community Development Consultants. pp. 71, Sept. 1968.

City of Guelph Urban Renewal Scheme, Phase One Report. pp. 59, June 1969.

Public Policy and Shoreline Landowner Behavior, by Raymond J. Burby III, and Shirley F. Weiss, for the Water Resources Research Institute of The University of North Carolina. pp. 68, July 1970.

Project Bosporus, Boston Port Utilization Study, M.I.T. Student System Project, Massachusetts Institute of Technology. pp. 283, 1970.

Planning 1970, Selected Papers from the ASPO National Planning Conference, New York City, pp. 304, April 4-9, 1970.

An Annotated Bibliography on Early Childhood, sponsored by the Educational Facilities Laboratories Inc., New York, Published by the Architectural Research Lab. of the University of Michigan. 1970.

Some European Nursery Schools and Playgrounds, by Robert C. Utzinger, published by the Architectural Research Lab. of the University of Michigan. pp. 45, 1970.

General Plan for the City of Edmonton, Alberta, Appendix No. 1, by the City Planning Dept., pp. 45, June 1970.

Community Environmental Management Series, Housing Code Administration and Enforcement, Published by the U.S. Dept. of Health Education and Welfare. pp. 182, 1970.

Participate

Communicate

1971 NATIONAL CONFERENCE

Halifax N.S., Oct. 3-6

EXAMINE THE **TECHNIQUES,**
PURPOSES,
EXPERIENCES,
OF CITIZEN PARTICIPATION AND INVOLVEMENT, IN THE URBAN ENVIRONMENT.

PLAN TO ATTEND AND PARTICIPATE
OCTOBER 3-6, 1971 HALIFAX

COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

NATIONAL PRESIDENT:
Claude Langlois, C.U.Q., Laval, P.Q.

VICE-PRESIDENTS:
J. Paul Melin, P. Eng., Saskatoon, Sask.
Hans Foerstel, Halifax, N.S.

IMMEDIATE PAST PRESIDENT:
Allan G. Moffatt, P. Eng., Winnipeg, Man.

CMHC COUNCILLOR:
W.W. Struthers, Ottawa, Ont.

NATIONAL COUNCILLORS:
William Kerr, Richmond, B.C.
Frank Dusel, Edmonton, Alta.
Manley LaFoy, Regina, Sask.
W.R. Milner, Selkirk, Man.
C.J. Watkiss, Waterloo, Ont.
Mrs. H.A. Elliott, Kingston, Ont.
Claude Delisle, Sept-Iles, P.Q.
M.R. Comeau, Longueuil, P.Q.
George B. Mackie, Saint John, N.B.
Hans Foerstel, Halifax, N.S.
Hon. Mr. Justice J.D. Higgins, St. John's, Nfld.

COUNCILLORS-AT-LARGE:
Mrs. M.J. Lambert, Ottawa, Ont.
Dr. R.W. Collier, Vancouver, B.C.
C. Lefebvre, Laval, P.Q.
D.W. Middleton, P.Ag., Toronto, Ont.

NATIONAL DIRECTOR AND REVIEW EDITOR:
André Lapointe

NATIONAL OFFICE:
425 Gloucester St., Ottawa 4, Ont.

DIVISIONAL EXECUTIVE DIRECTORS:
R. Guy Spencer,
201-525 Seymour St., Vancouver 2, B.C.
Jack Moar,
106 Phillips Bldg., Edmonton, Alta.
Mrs. B.C. Callum,
2817 Wascana St., Regina, Sask.
Mrs. M. Gillies,
201-75 Albert St., Winnipeg 2, Man.
E.F. Tonge,
32 Isabella St., Toronto 5, Ont.
Jacques Ledoux,
51 rue d'Auteuil, Québec 4, P.Q.
A.G. Watt,
P.O. Box 501, Saint John, N.B.
Miss J. Lamey, Exec. Sec.,
P.O. Box 211, Halifax, N.S.

COMMUNITY PLANNING REVIEW

CONSOLIDATED INDEX, VOLUME 20, 1970

AUTHOR	TITLE	ISSUE	PAGE
Adamson, Anthony A.	Association Activities-Ontario	No. 2	14
Affaires Municipales, Quebec	Communautés Régionales	No. 1	7
Andras, Hon. A.	National Urban Policy	No. 1	5
	Urban Policies in The Making -- Ottawa	No. 2	10
Architect's Journal	Public Housing, Private Living	No. 1	14
Augustinovitch, N.	Russian Cities of the Future	No. 3	14
Axworthy, L.	Planning Leisure with the Citizen	No. 4	10
Baker, E.W.	Readers' Views	No. 1	21
Broady, Dr. Maurice	Town Planning and Social Issues	No. 3	3
Canadian Social Welfare	Housing Needs	No. 2	28
Carol, H.	City Centered Development Regions	No. 1	9
Chagnon, Claude	Sainte-Agathe-des-Monts	No. 3	24
Dale, Edmund H.	Civic Centre - Edmonton	No. 2	2
DeLuca, Edward			
Parkin, John C.	City-State, Views and Visions	No. 3	18
Dicastri, John A.	Association Activities - B.C.	No. 2	15
Farina, J.	The City as Environment for Leisure	No. 4	22
Forsyth, Hon. A.	Urban Policies in the Making -- Saskatchewan	No. 2	11
Forward, C.N.	Coastal Cities of Australia	No. 3	14
Gertler, L.O.	Regionalization and Economic Development	No. 1	9
Grayston, A.	Nova Scotia Environmental Council	No. 1	20
Janzen, J.	The Land as Space for Leisure	No. 4	23
Harrington, A.R.	Encounter at Halifax	No. 2	25
Levesque, J.R.	Action Sandy Hill	No. 1	15
MacLennan, Ian	Unfulfilled Aspirations Aspirations à Satisfaire	No. 4	2
	Towards Urban Freedom Affranchir la vie Urbaine	No. 4	16
McKeough, Hon. W. Darcy	Urban Policies in the Making -- Ontario	No. 2	10
Moffatt, A.G. National President	CPAC '70	No. 1	3
Murray, R. Graham	Association Activities -- N.B.	No. 2	14
Pressman, Norman	Town Planning and Urban Design	No. 3	2
Oliver, J.W.	Regional Government	No. 1	4
Schoeller, B.	Logement Public, Habitat Social	No. 1	13
Sneath, L.G.	Reader's Views	No. 1	21
Tremblay, Arthur	Office du Plan -- Quebec	No. 2	27
Tremblay, Yvonne	Activités de L'Association	No. 2	15
Twardzik, Louis F.	Plan For Leisure Récréation	No. 3	8 9
Walker, I.	Neighborhood Development at Calgary	No. 2	24
Wesley, George J.	Montreal, Que. Planning and Policies	No. 3	22
Yeomans, W. C.	The Pressures of Urbanization	No. 4	4
Young, D. A.	Planning Leisure with the Citizen	No. 4	10

Membership with annual subscription $7.50; Student, $1.00
Review subscription only, $3.00.
Single copy, $0.75.

Cotisation, incluant abonnement annuel $7.50; étudiant $1.00.
Abonnement seulement, $3.00.
Chaque exemplaire, $0.75.